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REAUTHORIZATION OF THE FEDERAL-AID HIGHWAY AND PUBLIC TRANSIT SYSTEMS

JOINT HEARING

BEFORE THE

SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION, AND INFRASTRUCTURE

OF THE

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS

AND THE

SUBCOMMITTEE ON HOUSING AND URBAN AFFAIRS

OF THE

COMMITTEE ON BANKING, HOUSING, AND URBAN AFFAIRS

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REAUTHORIZATION OF THE FEDERAL-AID HIGHWAY AND PUBLIC TRANSIT PROGRAMS

TUESDAY, FEBRUARY 12, 1991

U.S. SENATE,
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS,
SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION, AND INFRASTRUCTURE AND
COMMITTEE ON BANKING, HOUSING, AND URBAN AFFAIRS,
SUBCOMMITTEE ON HOUSING AND URBAN AFFAIRS,
Tampa, Florida.

The subcommittees met, pursuant to notice, at 8:30 a.m. in the 1956 Ballroom, University Center, 4202 Fowler Avenue, East, Tampa, Florida, Hon. Bob Graham [acting chairman of the Subcommittee on Water Resources, Transportation, and Infrastructure] presiding.

Present: Senator Graham.

Senator GRAHAM. If the participants would please find a place around the table, in a few moments—after we have had some introductory comments by our host—I would like to outline the general format and procedure that we will be following. But I do wish to thank each of you for making the effort to be with us today. I think this will be an extremely productive three or four hours and will give us a record on some issues that are relevant to Florida that will be significant as the Congress develops its new highway and public transit legislation for 1991.

We are fortunate to be able to use the facilities of the University of South Florida, an institution which has had great impact on our State in the area of transportation, as well as many other areas. Our host today is the president of the University of South Florida, President Borkowski.

Mr. President.

STATEMENT OF FRED BORKOWSKI, PRESIDENT, UNIVERSITY OF SOUTH FLORIDA

Mr. BORKOWSKI. Thank you, Senator, very much.

I am keenly interested in the topic. Anyone who drives out on the campus at 5:00 on a regular weekday or who tries to get in at about 8:00 will notice a keen interest by the president and the administration at the University of South Florida.

I am pleased and honored to welcome you to the University of South Florida for your important discussions on the future of the Surface Transportation Assistance Act. As we reach completion of the Federal Interstate System, we are faced with truly a landmark

opportunity to redefine the Federal role in surface transportation and design Federal legislation and implement programs that will allow us to have the kind of transportation system that will meet the needs of the 21st century.

The nature of the transportation improvements that we choose to make over the next 30 years will be of vital importance to the social and economic welfare of this Nation. We must design a transportation system that is not only cost- effective but also fair and equitable to those who are paying for it. We must design a transportation system that recognizes that our goal is mobility for people, not just for automobiles. And we must design a transportation system that is responsive to the environment.

The Florida Legislature and the Board of Regents of the University of South Florida have recognized the importance of transportation to the future of Florida and created the Center for Urban Transportation Research—the acronym is CUTR—here at USF. The Center's mission is to help us find innovative solutions to our transportation problems, a truly multidisciplinary program of engineering and economics, sociology and anthropology. CUTR looks beyond concrete and asphalt for answers to these problems by examining a wide range of public policy issues, innovative approaches, and technological advances.

We hope that in the reauthorization the Federal Government will join us by establishing CUTR as a national center of excellence in urban transportation research. All the knowledge in our libraries and in the minds of our faculty members and students is not enough to solve these transportation problems. We need to go beyond existing knowledge and apply vision to where we want our future to be. We teach our students more than just the facts contained in books. We teach them how to write the next book.

I wish you great success today, Senator, ladies and gentlemen, as you begin to write the chapter of our transportation history.

Thank you very much.

Senator GRAHAM. Thank you very much, Mr. President.

On behalf of the Mayor of Tampa, the Administrator of the Department of Water Resources and Public Works, Mr. Michael Salmon.

STATEMENT OF MICHAEL SALMON, ADMINISTRATOR, DEPARTMENT OF WATER RESOURCES AND PUBLIC WORKS, CITY OF TAMPA

Mr. SALMON. This is a little awkward. Senator, I have for you a letter from the Mayor expressing her interest in the issues and indicating a primary interest to you.

[The letter referred to appears on page 52.]

Mr. SALMON. I would like to welcome you all to Florida's all-American city, Tampa, and wish the organization and the presentations well. I think the introduction of the highways and transportation legislation is extremely important, both for this community and for the rest of the Nation.

I work with the American Public Works Association often and find that group mired in problems associated with the Federal Highway Act and trying to get it reauthorized. It has been "foot-

ball with taxation" recently, and those things need to get resolved. For this community and its economic growth, for its social fabric, for the issues of transit in the community, we need to get it reinstituted in a way that allows us to implement community goals and State goals. So I wish you well in this effort.

Thank you.

OPENING STATEMENT OF HON. BOB GRAHAM, U.S. SENATOR FROM THE STATE OF FLORIDA

Senator GRAHAM. The remarks of the president and Mr. Salmon are a good introduction to our program today, because we are going to try to focus on that set of opportunities and challenges that accompany the completion of the Interstate era. While we still have a few segments of the Interstate remaining to be completed, and there is the ongoing need for maintenance and expansion of the system as demographic and economic needs require, essentially the plan of President Eisenhower in the 1950's has been fulfilled. The challenge for our Nation now is, what is our transportation policy in the post-Interstate era? The year 1991 is the year in which both the Federal Highway Act and the Federal Public Transit Act are up for reauthorization, a unique opportunity to bring focused attention to the issue of transportation for the balance of this century and into the 21st century.

The hearing that we are holding today is under the auspices of the two committees which have jurisdiction over this legislation: the Senate Committee on Environment and Public Works, chaired by Senator Quentin Burdick of North Dakota, which has jurisdiction over the Highway Act, and the Senate Committee on Banking, Housing, and Urban Affairs, chaired by Senator Donald Riegle of Michigan, which has responsibility for the Public Transit Act. This meeting today is under the joint auspices of those two committees. Both chairmen expressed their regrets that they could not be with us today. I assured them that we would keep a complete record of the workshop, and that it would be part of the record for the development of these two pieces of legislation.

We are joined by staff of these two committees. I would like to welcome Nadine Hamilton, Jean Lauver, and Dan Potash and thank them for their assistance in organizing this workshop and for the work that they will do on behalf of the Senate in the development of these two important pieces of legislation.

Last week the chairman of the Subcommittee on Water Resources, Transportation, and Infrastructure for the Senate Committee on Environment and Public Works, Senator Moynihan of New York, initiated a series of hearings on the reauthorization of the Highway Act. The topics of those hearings were "Infrastructure, Productivity, and Economic Growth," and a second hearing on "Demographic Trends and Transportation Demands." The fact that Senator Moynihan has focused on these themes and general conjectural questions that will affect the Highway Act is consistent with the focus that we will have here today.

We are going to be conducting this in what I hope will be a very informal manner, a manner that will encourage a wide-ranging discussion of these issues. We are focusing on five topics which are the

result of a series of enquiries that have been made over the past several weeks as to what Floridians consider to be some of the major issues, concerns, problems, missed opportunities, as they relate to transportation. I have asked a person to serve as the introducer of each of these topics, to speak for approximately five minutes so that we will all have the benefit of some structured thoughts, and then from that point forward, for a period of approximately 30 minutes per topic, I look forward to your comments on that subject as it affects the Nation at large, and particularly as it relates to any special considerations affecting our State of Florida.

The five topics will be funding issues, particularly distribution and allocation of funds and how that affects the Nation and Florida; the coordination between public and private sector transportation and non-transportation economic activities; coordination between and among transportation modalities; the isolation of transportation policy from other policy areas, such as economic and environmental concerns; and the need for the establishment of new transportation goals in the post-Interstate era.

If the program runs as anticipated, we will have approximately half an hour at the conclusion of those five topics for any other subject that members of the panel would like to raise or, I hope, an opportunity for members of the audience. If any member of the audience would like to make a statement, if you would please indicate that to Mr. Michael Suarez—Mike, would you please stand up? Mr. Suarez is the director for our office for central Florida, which is based here in Tampa. Mike, if you would take the names of anyone who wishes to make a comment as we move into the public discussion segment of the program. Thank you.

The record for this hearing will stay open for 30 days after the completion of the hearing. Anyone who wishes to submit written testimony beyond what you will say today—and several of you have already done so—all of those will be incorporated in the final printed version of this hearing report.

Again, I appreciate each of your being here today. We will start with the first topic, which is the issue of funding issues, allocations, and formulas, and for that our introductory statement will be made by the Secretary of the Florida Department of Transportation, Mr. Ben Watts.

STATEMENT OF BEN G. WATTS, SECRETARY, FLORIDA DEPARTMENT OF TRANSPORTATION, TALLAHASSEE, FLORIDA

Mr. WATTS. Thank you, Senator. I do appreciate the opportunity to be here and give testimony before you today and shortly commend you for having your subcommittee and the other subcommittees represented here in Tampa. As you pointed out, I will furnish a copy of my full remarks to you for the record, but today I would like to address my remarks specifically to the reauthorization of the Federal Surface Transportation Act.

Certainly, we are hopeful that today's hearings will be a vital step in moving toward an equitable reauthorization for funding transportation in Florida through the Federal programs. Certainly, it is apparent that this program's benefits are great to this State.

We also feel that there are certain current limitations that we need to address to you today. My comments will be directed toward three major problems with the current Federal-Aid Transportation Program, but before I do that I would like to briefly discuss the draft authorization just recently released by the Administration for the proposed Federal program.

Certainly, some portions of the proposed new program are welcome, but we in Florida find others so objectionable that we feel it is time now to refute some of those and bring those to light as you deliberate on what the future of the Federal programs will bring.

Specifically, I am referring to the allocation formulas. The proposed allocation formula would apportion funds based on 70 percent motor fuel consumption; 15 percent public road miles; and 15 percent land area. In addition, it includes a low-density adjustment that, frankly, we're not exactly sure how that would work in the formula, except we know that it works to Florida's detriment in terms of funding.

This particular formula would hurt Florida in three ways. First of all, it accounts for public road mileage, land area, and this low-density adjustment—all of those are indicators of the extensiveness of the system. While we think that's important, the formula we have developed, working with a group of States and in conjunction with AASHTO as they delivered their program, is that we think that you ought to account for that extensiveness, but you also have to have the intensity of its usage in a high growth State such as Florida, and recognize that truck activity is Florida's lifeblood in terms of commercial activity.

All three of the indicators that I mentioned—public road mileage, land area, and low-density adjustment—are indicators of the network's extensiveness, and penalize Florida.

Another major concern is the fact that the proposal eliminates the minimum allocation program. While we have benefitted from the minimum allocation program in the past, we have great concern that Florida is a high growth State that needs to be willing to accept the absolute minimum.

I think that the plan unveiled, although we have not seen the final numbers, returns even less money to Florida in the future than we have received in the past, and what we have received in the past is inadequate.

Now, with the current program we think there are three major shortcomings: inadequate Federal transportation funding; a rigid and complex Federal transportation program; and an insufficient return on the Highway Trust Fund contributions to this State. We have furnished a number of documents to your subcommittee, the first being "Transportation 2020: Ideas for the 21st Century." It outlines a number of things.

The three major elements of what we think are wrong with the program, and how they should be fixed, are that first you need to raise transportation funding by reducing the Highway Trust Fund by some of its $17 billion balance. We realize that this should be done over a number of years and it should be done in a way that will not disrupt the system, but to us, the money that our taxpayers in this State have paid in, that needs to come back to us to use for our taxpayers here in Florida.

Second, you need to restructure the overall Federal partnership in the program to be more efficiently used wherever and whenever that need arises in Florida; in short, a more flexible program from the Federal Government.

Third, we think we need to revise the current formulas which dispense transportation funds. That's really the heart of the program in terms of what each State receives back. We understand there are some States with very large land areas and very small populations that need the help of larger States, but I think in this day and time, to continue to ignore the problems of the high growth States such as Florida is completely missing the opportunity for the future.

We have supported AASHTO's recommendations almost from the outset, even though we accept that some of those weren't exactly what we would have liked to have had. We have reached a reasonable compromise and frankly, the Administration's bill almost entirely goes away from what we have agreed to and supported all along through our national organization.

With that—I know there are going to be several questions and much discussion—I would just like to say that to meet the needs of tomorrow, we must have the same kind of boldness that was present in 1956 when the Interstate Highway System began. A short-term, Band-Aid approach of patching up the current program simply won't be able to move us into the next century. We understand that simply highways are not the answer, but any program, whether it be public transportation or the highway system or whatever alternative modes of transportation we deliver to our citizens, still must be fueled with a return on the dollar that we collect on the Florida, and it must be returned to us for the use and the benefit of our citizens.

With that I would like to ask that you consider our recommendations, and I again thank you very much for taking the time and being back with us on transportation in Florida.

Senator GRAHAM. Thank you very much, Mr. Watts.

Mr. Watts, my information is that in fiscal year 1989 Florida contributed $689 million to the Highway Trust Fund, and in that year Florida received $355 million. Is that consistent with your figures?

Mr. WATTS. That's consistent with my figures, sir.

Senator GRAHAM. That indicates a return of approximately $0.53 of every dollar contributed. You indicated that the new, recommended formula would be more adverse to Florida?

Mr. WATTS. We have not seen the final numbers, so I can't compare them exactly. But in terms of overall dollars for the long term, the return would be less than what we have traditionally gotten. Now, $0.53 on the dollar was a fairly low year, but at best, since we are a minimum allocation State, we generally get back less than $0.85 on the dollar.

Senator GRAHAM. You mentioned that there had been an alternative that the State of Florida had participated in and was supporting. Who developed that alternative and what other States are supporting it?

Mr. WATTS. Senator, a number of States, particularly those with high growth areas—specifically California, Texas, Georgia, Florida,

and oddly enough we had Wisconsin in that same group—have worked over a period of time to try to address similar problems in transportation for high growth areas. We had proposed a number of alternatives, and I must say that all over the country that has been a fairly active proposition of what formulas you use. But those States, who are facing very, very similar situations in their transportation networks, have proposed some alternatives and presented those to AASHTO and, of course, to our delegation in Washington.

Senator GRAHAM. Are there any questions or comments on this topic?

Yes, sir.

Mr. Bakewell, as we go around, particularly the first time, I would like to ask each person to introduce yourself and state who you are representing, and up to 20 words of Yellow Pages advertising.

[Laughter.]

STATEMENT OF KEVIN W. BAKEWELL, REPRESENTING THE AAA CLUBS OF FLORIDA

Mr. BAKEWELL. Senator, I'm Kevin Bakewell, and I am representing the AAA Clubs of Florida. We represent approximately 2 million AAA members in the State of Florida who own slightly more than 2 million motor vehicles, so we represent roughly 25 percent of the adult driving population.

Just briefly, I think our concerns in the area of funding are more general in nature. One is very similar to what Mr. Watts said, as far as the spending down of the Highway Trust Fund which, as he stated, is at roughly $17 billion right now, which certainly is money that is desperately needed back at the State level, Florida or otherwise.

I think the other major concern we have, and we are trying to focus on this in the State of Florida from a legislative standpoint as well, is how taxes paid by motorists are used. What I mean specifically is the issue of diversion and the fact that highway motorist taxes are often used for non-highway purposes, whether it be—for example, with the recently-enacted Federal gas tax, the $0.025 which goes for deficit reduction, or whether it be for mass transit programs and mass transit projects or education or whatever. But we're very concerned about the fact that we seem to be moving in the direction of looking at those monies, whether they be gas taxes or tag fees or whatever, as a very easy and large revenue source, and using those for purposes which we believe were purposes other than those for which they were initially intended. So we have done some scientific surveying of our members, and just imagine that roughly 8 out of 10 are very concerned about this issue, and in fact feel so strongly about how those funds are used that they would support even amending the Florida Constitution to ensure that their monies, paid in gas taxes and so on, are used only for highway-related purposes.

So those are our two major concerns, spending down that Highway Trust Fund and how those funds are used in the future.

Senator GRAHAM. Thank you.

Yes, Mr. Watson.

STATEMENT OF WES WATSON, EXECUTIVE OFFICER, FLORIDA TRANSIT ASSOCIATION

Mr. WATSON. I'm Wes Watson. I am representing the Florida Transit Association, which encompasses the public transportation agencies of the State, all the way from the fixed bus routes through Dade Metrorail and even into some of the transportation disadvantaged systems. I think it's ironic that I would be sitting next to the gentleman on my right. I don't know who did that, but perhaps someone is wanting to see a fight break out.

Our comments would be that 11 out of 10 bus riders think that gas taxes should continue to be spent on public transportation. Our specific comments in terms of the funding formulas coming back are that the proposed Administration bill apparently is attempting to introduce some flexibility in the use by local areas, whether to use monies for transit or highways, which is a provision that we would generally support.

A difficulty that we have, though, is that a strong modal bias is being put into that, per the Administration proposal, in that the current 80/20 Federal match for transit is anticipated to fall to 60 percent, and in some cases even to 50 percent, for public transportation, whereas the match for roads and bridges would remain at approximately 80 percent. So it is rather apparent that the Federal Government would be sending a strong message to your local areas, saying that if you attempt to solve your local transportation problems using roads and bridges, we'll participate at 80 percent; but if you want to solve it using public transportation, then we'll participate at 20 percent.

This is clearly an uneven playing field and it is a policy direction that we find almost incomprehensible.

Thank you.

Senator GRAHAM. Yes, Ben.

Mr. WATTS. Ben Watts.

Senator, one other point I would like to make. Knowing your great support in the past, and certainly now, for alternative modes of transportation, specifically as it relates to pedestrians and bicyclists, one of the great concerns we have in Florida is that we're not only a high growth State, but we have some unique characteristics in terms of transportation needs. We have an elderly population that we have to figure out a way to transport. Due to the unique climate and the wonderful environment we have, such as today—in February, in Tampa—you have a lot of people who would exercise their transportation options in the form of pedestrian travel.

If we continue not to be able to address all of our transportation needs through the shortfall that comes back from Washington from what we collect here, those kinds of activities that we need to be putting greater emphasis on get left out because the highway needs are so great that you have to have the ability not only to meet those, but to meet all modes of transportation. To me, that is one of the tragedies of continuing not to get a fair return back because not only do we have to deal with the growth, but we have to deal

with the unique features of that growth that are unique to Florida and maybe someplace like Arizona.

So it's not just the highways that we're concerned about, as Wes points out. It's public transportation, but past that there are alternative modes of transportation that we need to be able to address that frankly we have not had the wherewithal to do.

I just wanted to keep that everybody's mind, that we recognize it's not just highways that we're interested in. There are other forms, but I can tell you that traditionally, when there is a scarcity of revenue and those kinds of issues compete, you know what gets left out. The ability to deal with those is a direct function of the means to deal with those.

I just wanted to put that on the record, Senator.

Senator GRAHAM. One suggestion that has been made in the context of the post-Interstate era is a relatively radical proposal, that we ought to substantially reduce the Federal role in surface transportation; retain a sufficient amount of funds to maintain the Federal highway system; and return the balance of the Federal highway funds to the States on some basis, such as point-of-collection.

What function do you think the Federal Highway Administration should be serving in terms of our transportation needs? And do we need a Federal Highway Administration as extensively involved in transportation planning and construction as we have had it since the 1950's?

Mr. WATTS. Senator, Ben Watts.

Certainly, I think there is a role, and a major role, in terms of policy, procedure, consistency from State to State. I think you can't ever take your eyes off the fact that although we're a collection of States, we're also one country. I can tell you that if you leave 50 States to themselves to devise consistent forms of transportation that make good sense and are cost-effective and that are sensitive to critical things, such as we are in Florida as they relate to the environment, I'm not sure how well that gets done.

When you look at the role that the Federal Highway Administration plays now, essentially the planning, it is a local effort. It is a local and State effort. The Federal Highway Administration doesn't plan for us. Their major role is very large programmatic guidance and in consistency of application of that as it relates to some product as an end result.

As far as the return on a block grant basis, which is almost what I hear you say, I think essentially that's we've asked that this new Surface Transportation Act head, that we get it back in only two categories: a highway program, or a system of national significance that identifies the true major routes that should be federally controlled and federally overseen as relates to the growth of the country as a whole; and secondly, a flexible program that almost gives that back to the States on a block grant basis to use in the urban areas and all the other routes.

So in terms of being radical, I think we've already begun to go down that road in terms of being radical. How far you go, I'm not sure. But I can tell you that that flexibility to be used is essential to the States.

Senator GRAHAM. Yes, Mr. Watson.

Mr. LARSON. Senator Graham, Leon Larson with the Federal Highway Administration.

I would like to respond to your point, that is one of the objectives of the Administration in developing a Federal-aid Highway Program or a Surface Transportation Program for the future, and that is additional flexibility and discretion for States and local governments. This would take the form of Federal requirements that have been reduced from what we have known them to be in the past. And of course, it would apply to both urban and rural facilities.

Another thing that would be looked at would be the States' management process rather than a process where we look at each project.

So those are the types of things that are under consideration as our new legislation is being developed, which would address flexibility and discretion, and provide greater opportunities for State and local governments to advance projects in a timely manner and advance projects for which they have a specific need.

Senator GRAHAM. You mentioned one element of that discretion being review of State management procedures rather than focusing on a project-by-project basis. Later in the program we're going to come to some issues of internal management. When we get to that point, I wonder if you could possibly elaborate on how you think that would operate?

Mr. LARSON. I will. Thank you, Senator.

Senator GRAHAM. Are there any other—yes, Mr. Wilson.

Mr. WILSON. Jack Wilson, Senator. I'm a businessman here in Tampa, and I'm a member of the Florida Council of 100, Transportation Chairman of that group, and Floridians for Better Transportation.

In response to your question as to the ongoing role of the Federal Government, on a more philosophical level, it seems to me that the Federal Government can and should play an important role in defining strategically the appropriate transportation system or systems that this country needs to look to over the next 20 to 30 years. Forty years ago, after the war, when we were sorting out our transportation systems, the Interstate Program was very appropriate and could not have been done without the Federal Government stepping in and establishing a strategy and providing a funding mechanism. I think similarly now, as I drive around and travel and read and see continuing evidence of the fact that more and more roads are not necessarily the answer in the long pull of our transportation needs, I am similarly struck by the lack of an obvious answer to what the solution is with respect to a combination of mass transit, ground/road transportation, and public transportation.

Along this line, I guess I was disappointed in the Federal Government's transportation policy that was published last year in failing to address some of these issues. I think we need direction and guidance as a country in the kind of transportation and the appropriate mix of modes, and how we're going to fund those. We need a strategy, and I think it's the Federal Government's place to provide that strategy.

Senator GRAHAM. Yes.

Mr. WATSON. Wes Watson again.

If I might build on Mr. Wilson's comment just for one second, I would like to point out that the proposed funding for public transportation in the Administration proposal would be an increase of about 2 percent. We're glad to get the 2 percent; that's certainly an improvement over what we've gotten in previous years, in the 1980's. However, highways are anticipated to go up some 9 percent, and of course, that's a dramatic difference in the two bases between what public transit is now and what roads and highways are.

Also, I would point out in the current proposal that from now until 1996, public transportation expenditures would in essence be frozen, and certainly, taking inflation into account, there would be a significant reduction in real dollars going to public transportation, whereas road and bridge funds are anticipated to go up 25 to 30 percent.

So it appears that unfortunately—Mr. Wilson may have a policy, but it's a policy that would appear to maximize the Federal involvement in roads and bridges and minimize, to the extent politically possible, their participation in public transportation.

Senator GRAHAM. Mr. Watson, we've been talking about the Highway Trust Fund and its allocation formula vis-a-vis a rural State like Florida. Could you comment on the allocation formula as it relates to public transit funds and how Florida has fared under that?

Mr. WATSON. Senator, I am not that up to speed on the details of what the Federal transit dollars are. I know that—Sharon, perhaps you could help me on that, or perhaps not—but I believe that there is a significant amount of dollars that primarily flow directly to local areas, which are primarily based on population. I have not heard any significant criticism from my peers here in Florida that we are not receiving approximately our fair share of transit dollars.

There are some discretionary dollars in section 3 that are kind of up for grabs and you take your best shot at them. Congressman Lehman and yourself and some other friends of ours have been very helpful in helping us to obtain those. But in terms of the formulas, I haven't heard of any real problems with the formulas specifically.

Senator GRAHAM. Yes, Ms. Dent.

STATEMENT OF SHARON DENT, EXECUTIVE DIRECTOR, HARTLINE

Ms. DENT. Sharon Dent, Executive Director of HARTline here in Tampa, the local mass transit system.

Senator GRAHAM. Incidentally, we rode one of your buses to this meeting today. It was on time, and it had some heat on, too, which was very welcome.

Ms. DENT. Very good. Thank you. I'm glad the experience was good.

I can shed a bit of light on this discussion. From our perspective, more of the funds that are distributed to the urban areas for mass transit should be allocated based on the allocation formula, and

fewer of those dollars should be discretionary. I believe that the new proposal does address that in some part.

From our viewpoint, we want a strong network of good major streets and freeways because we operate on those. But we would like to see the finite resources of our surface transportation system planned in just that way, as if it were a surface transportation system, taking into account, when we do a project on a project-by-project basis, all the needs within that corridor. As opposed to looking at it specifically as a highway, look at it as an integrated project that includes pedestrian emphasis as well as the ability of transit to succeed in it.

One of my greatest desires is to see full accessibility in this country, which would mean for the elderly and the handicapped as well as those people who have the privilege of owning an automobile and being able to operate it. Currently, I feel that one of our greatest problems throughout this country is not only the construction of Federal highway projects that are inaccessible, but other local projects, too. The great inventory of streets and freeways that we have cannot be used by people who are handicapped or who are pedestrians. This gets to the issue of the Americans With Disabilities Act.

My personal opinion is that we have a street infrastructure in this country that is inaccessible to the elderly and the handicapped, and therefore our transit efforts to make our systems accessible will never succeed as long as we do not have sidewalk treatments nor curbs.

In discussing the issues of funding problems, I feel that this is a sleeping giant in that it has been totally unaddressed as it relates to the civil liberties of a great number of our citizenry. I would suggest that in our policy we talk about it as being a component of it, but we do not address it through any policy statements or funding programs. I would suggest that significant devotion of our resources should go to retrofitting our streets that I feel are not in compliance with the message of ADA.

This is a very expensive proposition and one which transit will never succeed—the environment in which we operate—until this is thoroughly addressed. In essence, we do not have approaches or ways to get to or from our transit stops on the street network.

I would suggest that since this is a component of the street network, that we should be looking at an allocation of additional gas tax money to go toward an initiative in this country to address ADA. This would be in terms of retrofitting our existing street system, as well as making those transit components of our surface transportation network accessible.

Back to the original issue—which was, I guess, division of resources—I have never been privy to a discussion that would indicate that the way the funds are allocated from urban area to urban area is less than fair. It takes into consideration population and population density, as well as miles of service delivered, so there is a bonus if your system is bigger. The inequity comes, I feel, in the issue of discretionary funds.

The other inequity comes in that there is a cap on the amount of those funds that can go for operating purposes. It supposedly is a block grant, yet there are so many stipulations on the way that

that block grant can be used that there are many systems in this country that are in severe distress. Ours is a case in point. In the last year we have not only raised fares, but cut our system by 22 percent as a result of funding problems—this, sadly, in an era in which transit ridership should be increasing as a result of increased fuel prices and because of the growing elderly population that we serve.

I would very much like to see the formula—actually, the matching ratios that Mr. Watson addressed—looked at closely, because we are playing a game here in which we say we are going to make our funds coming to transportation more flexible so that some of those can be switched to mass transit, so that we get a balance in our approach to delivery of transportation. And yet, those matching ratios are a clear, clear bias against public transportation.

In effect, I would suggest that all of those matching ratios should be consistent at 80/20. I would also suggest, on this issue of a level playing field, that we need to take a hard look at the biases created in this country when we allow 100 percent tax benefits for parking, and yet we only allow a maximum of $15 for a transit subsidy that an employer might subsidize for his employee's transit tickets. It is a clear bias. It doesn't come close to being an impartial treatment of the modes.

Thank you.

Senator GRAHAM. Thank you very much, Sharon.

This is going to have to be the last comment on topic one, and then we'll be moving to topic two.

Mr. Lanier.

STATEMENT OF RAY LANIER, REPRESENTING FLORIDA DEFENDERS OF THE ENVIRONMENT

Mr. LANIER. My name is Ray Lanier. I am representing the Florida Defenders of the Environment and the Concerned Citizens of North Florida.

The country is too small to do a piecemeal approach to transportation and other issues. We think that the Federal Government ought to take a strong role in transportation. We also think that, in terms of moving people and things from place to place, if there are other policy issues and goals that are impacted—energy, clean air, as well as highways and the environment—in fairness of distribution, it is an issue of redistribution. We would like to see, looking at the highway funds and the distribution of those funds—the gas tax funds, for example—how could those funds be distributed that would best achieve the range of policy issues that are related to transportation? If we continue to lock those funds into that same old way of doing things, we can never get out of the track we're in. We need to think about redirection and redirecting the funds to help that.

Thank you.

Senator GRAHAM. Thank you very much. This has been a constructive discussion of our first topic. If you have any further ideas on this topic later in the morning, if you would contribute them during the time that we'll reserve at the end of the session for general discussion.

The second topic is going to be on the question of coordination between and among transportation modes. We have joining us now the chairman of the State Committee on Transportation and a very distinguished member of our legislature, Ms. Mary Figg.

Mary, thank you very much for joining us. We look forward to your comments.

STATEMENT OF HON. MARY FIGG, STATE REPRESENTATIVE, FLORIDA LEGISLATURE; ON BEHALF OF THE NATIONAL CONFERENCE OF STATE LEGISLATURES

Ms. FIGG. Thank you very much, Senator. We in the Tampa Bay area particularly appreciate your bringing the hearing to Tampa—to Florida in general, but to Tampa in particular. As the hub of a large metropolitan area, transportation is at the very top of our wish list. We also appreciate your efforts to try to put forth a bill—your personal efforts to put forth a transportation bill, because most of all we do need to have a bill this year.

Senator GRAHAM. Mary, am I also correct that you are chairing the Transportation Committee of the Conference of State Legislatures?

Ms. FIGG. I am the chairman of the Transportation Committee of the National Conference of State Legislatures, State and Federal Assembly, which is the branch that addresses Congressional and State issues. I have a rather lengthy formal statement that I would like to make at some point, whenever you deem appropriate. That is my NCSL hat; right now, I think you would probably prefer if I went forward with this "lack of coordination" and "multimodal."

Senator GRAHAM. Yes. And Mary, any statement that you would like to have submitted to be part of the record will be included, and up to 30 days after today, the record will be open for such submissions.

Ms. FIGG. Terrific. I will probably just submit a formal written statement now, and that will save us all a lot of time.

We have, in Florida as well as the rest of the States, a lack of coordination between transportation modes or, as they like to say, "you can't get here from there," or there from here, either. Why do we have such a lack of coordination? In large part we have it because the Federal policy has looked at transportation as though it were separate, unconnected modes of travel. Aviation funds, for example, don't like to take access into consideration. They only like to look at what happens behind the gates of a major airport. Therefore you have such examples as we do in some of our airports, that you can't get from the port—where we have cruise line service in Miami and Fort Lauderdale—you can't get from there to the airport, where the planes will be bringing the passengers in to take the cruise lines, because there hasn't been access between those two areas.

Also in Miami you fail to have a connector from the end of Metrorail to the airport, so the very people you would like to have using that mass transit can't get to the airport there.

Van service or bus service at our airports—it may be there, but it sure is hard to find. If you come in as a stranger and you say, well, where's the van, you don't get a nice placard or directional

sign on the wall telling you where to go. And even if you do, when you get there you're not sure what to do. As a frequent traveler at airports in the State of Florida, I try to travel on public transportation whenever I can. I find it generally impossible to do.

In Tampa, our cross-town expressway does not have a logical terminal point on the west. It ends rather abruptly at Gandy Boulevard, but it doesn't exactly feed in in a normal manner that would encourage passengers in their automobiles to go from the pay to the not-pay or vice versa.

In some instances, ports do not have a regular rail access or regular line service during the day, or else their rail access is not good to the port. So this restricts what ports are able to do with their cargo.

Is there any attempt to integrate local bus service with long-distance bus service? That is, Greyhound and Trailways? If there is, I don't know about it, and probably most of the people who have to take that mode of transportation don't know, either.

Many times our highways or streets are unfriendly, if not downright dangerous, to our pedestrians, whether they are walking pedestrians or bicycling pedestrians. A good example of that is Fowler Avenue, right up here. We have bus signs on Fowler Avenue indicating that surely there are going to be some pedestrians at some point, but there are no sidewalks. So Fowler Avenue being a major artery and a major State road in Florida is seriously not accommodating our pedestrians and therefore probably is having a negative impact on both our handicapped people who attend this university and live around this university, as well as our not-handicapped people.

Jacksonville, Duval County, does have something that most counties do not. They have a transportation authority that looks at all modes of transportation. That hopefully will prevent them from having some of these problems that we have in our other cities and counties and localities in the State of Florida.

Senator Graham, that concludes my comments on this subject.

Senator GRAHAM. Thank you very much, Ms. Figg.

Comments?

Ms. Figg has done a good job of laying out specific examples from a user orientation, of the lack of coordination of systems.

What are some of the factors that have led to the circumstances that she has suggested? And what would be your prescription, particularly from the perspective of Federal legislation, that we might apply in order to remedy and avoid those in the future?

Mr. Thomson.

Mr. THOMSON. Tom Thomson, Executive Director of the Tampa Urban Area MPO.

I think we've gotten here to a large extent because of our own desire to achieve certain specific policies. Over time, policies that were goals at one time continued and new policies were added on with different categories of funding. We certainly support wholeheartedly Mr. Watts' comments about making the funding deliveries simpler and more flexible.

I think the place to attack this coordination between the modes, particularly I'm going to speak to the capital side primarily, is that we have an opportunity when we are developing our transportation

corridors to address several different modes at once. I think the primary focus to this date is that if you were DOT or a local engineering department, your job was to build a road, and you would build a road to move cars. I think the job needs to be redefined from Federal policy and State policy that your job is to provide a transportation system, and that job includes providing for pedestrians, bicyclists, rubber-tired transit systems, or even fixed guideway transit systems if appropriate and planned for, in the corridor as the road is being developed, and to provide those elements that go with that as part of the cost of doing that road. That means more flexibility in the use of funds, but it also means a great deal of flexibility in thinking about the use of the funds. I think that can be policy-driven.

Senator GRAHAM. Ben, I'm going to recognize you next, but I'd like to pick up on a suggestion that was made relative to a change in direction of Federal managerial oversight, and that is from looking at it project-by-project to looking at managerial capacity and processes.

What would be the possibility of extending a similar concept to Federal review, looking at transportation systems as opposed to focusing on individual highway or public transit or other transportation projects?

Mr. WATTS. Senator, I think that's certainly where we're headed, at least at the State level. We have recognized that you simply can't do modal planning—and by that I mean for the automobile, for the bus, for the airplane, for the train—we've done a fair job of doing those, but we've done them separately. I think we all recognize rather than that vertical look in modal planning, we have to take a more horizontal approach to not just plan for a highway, but plan for transportation in general.

A comment on that as far as the look at the Federal level. I can tell you that anytime you have an organization devoted to one look at one area, and at the Federal level I will mention specifically you have the Federal Highway Administration; you have the Urban Mass Transportation Administration—as long as you look at things that way, as long as you look at things separately, that's what you're going to get. You're going to get the very best highway planning you can do, done separately from the very best public transportation planning you can do.

At the State level we've begun to recognize that, and we've elevated the function in the agency of the public transportation area in our business to the same level as the State highway engineer or the State transportation planner. We've begun to look at that all together. Eventually it will be full circle when we do a project study in Florida that comes out not with a highway alternative, but an alternative that says that we go to another mode of transportation. I think at the State level we've already headed in that direction, and I think that shortly at the Federal level, until you solve that problem of dealing with it separately but at the same time, certainly that would go a long way toward alleviating some of the problems that you've discussed with me.

Senator GRAHAM. Looking at that organizational issue as one of the reasons for the lack of coordination, here in Florida when you

relate to Federal transportation policies, if it is an urban mass transit issue to whom do you relate?

Mr. WATTS. If it is a highway issue, we go to the Federal Highway Administration. If it is public transit——

Senator GRAHAM. And you primarily deal with the office in Tallahassee?

Mr. WATTS. Yes, sir, in Tallahassee, with Jim Skinner, our District Administrator.

If it's a public transportation issue, we wind up going to Atlanta, to UMTA. If it's an aviation issue we deal with the FAA.

So here again——

Senator GRAHAM. And the FAA office that you deal with is in Atlanta also?

Mr. WATTS. Primarily, yes, sir. We have one in Orlando that we deal with from time to time, but primarily Atlanta.

Senator GRAHAM. And what about a seaport question?

Mr. WATTS. You've got me there, Senator. In terms of the Federal program, we just now have brought seaports at the State level into the transportation picture through a Florida Seaports Council. At the Federal level, I guess we go to Washington.

Senator GRAHAM. Do you think it would be helpful if the Federal transportation structure was such that there was an integrated modalities unit on a regional basis, that someplace in Florida there was a Federal agency that dealt with all forms of transportation?

Mr. WATTS. I think certainly, Senator, in terms of the perception of either the public or State or local agencies, if you have one source to go to and you know that their policy is being conducted simultaneously, it would be a much better message to send to the States and local governments that we need to be doing the same thing.

To answer your question, it's a simple yes or no. But I would say yes.

Senator GRAHAM. I injected that question as you were getting ready to make a comment. Is there anything further you would like to say?

Mr. WATTS. No, sir, only in that I think it is very key to us to understand that Florida was not set up for the automobile. The fact is, it wasn't set up for anything. The automobile was simply here first, and I think all the efforts within the State to coordinate transportation better—and I know Governor Chiles, for example, has realized and focused on the fact that growth management and transportation are certainly key components in our overall State system, such that the Department of Transportation, the Department of Community Affairs, the Department of Environmental Regulation, the Department of Commerce, and the Department of Labor, those five secretaries all report directly to the Lieutenant Governor, so that our policies are all coordinated as we try to plan better for the future. I think that kind of approach would be very helpful at every level—Federal, State, and local—as we try to do this thing right in the future. You can't correct or change the past, but you can certainly understand what you've done wrong and do it correctly in the future, and I think that's where we're trying to head.

Senator GRAHAM. Yes, sir, Mr. Smith.

STATEMENT OF CHARLES SMITH, DIRECTOR, HIGH SPEED RAIL COMMISSION

Mr. SMITH. Thank you, Senator. I am Charles Smith, Executive Director of the High Speed Rail Commission in Florida.

This last discussion seems perhaps to bring in another complication that you in Washington may have to deal with, and that, of course, is high speed rail or high speed surface transportation. There are a number of States that are planning high speed rail systems that would connect their major urban areas, that would tie in with airports, that would try to tie in with local transit systems, and so forth. And of course under your direction, Senator, as Governor, you were the leader in bringing high speed rail planning to Florida. While we haven't accomplished our goal just yet, I think that around the country and around the world Florida is recognized as one of the States and areas that is really out front in trying to solve a problem before it overwhelms us.

But I think it creates a complication. As Secretary Watts reviewed, where do you go in Washington to deal with a particular problem? As you and I know, there is no place that you deal with high speed rail per se in Washington in any Federal program.

I think the reauthorization of the Surface Transportation Act, the public transit programs, really offer a unique opportunity for this Nation, and certainly for the benefit of Florida, to begin to recognize that we're going to need these kinds of high speed systems, these efficient and high technology ways to move people, to do the job better. I think if you look at the work we've accomplished in the past several years in Florida, I think we've shown that the high speed rail systems will be energy-efficient; they will be environmentally friendly; they will help support our own growth management policies in this State.

I always point people to Southern California. Here's an area that depended for so many years on the highway to solve its problems. They have beautiful freeway systems that are 14 lanes wide. They are parking lots most of the day, as everybody knows. It has really been only in the past 10 years that they have finally recognized that they are going to have to now reestablish the transit systems in their areas—not only local light rail urban systems, but just in the past two or three years they have been in the forefront in planning for interregional high speed rail connections that will do things like tying Los Angeles to other areas in California, tying the Los Angeles Airport, which is one of the busiest in the country, with a reliever airport. This unfortunate accident two weeks ago where the USAir plane that was flying in from Cincinnati and landed on top of a commuter airplane that was taking off to go to Palmdale Airport, which is only 50 or 60 miles away—ironically, they are planning right now in Southern California, although it's a little bit in the future, to tie Los Angeles Airport with this underutilized feeder airport at Palmdale, 60 miles away.

Here's a great opportunity to try to make all of our transportation systems work better together, and I think the same thing is true in Florida when we talk about tying in Tampa Airport with Orlando Airport. Orlando is getting ready to have 35 million people coming in there a year. I think Tampa Airport and Orlando Air-

port could work together if they had a good surface transportation connection. I think the same argument could be made for tying in all the airports. In fact, the high speed rail plan would tie in Miami, Fort Lauderdale, West Palm Beach, Orlando, and Tampa.

We've got a little ways to go with that, and I think the Federal policies could go a long way to helping do that, both by funding, by creating the kind of policies that would allow us to pursue those goals. That's the primary message that I have with respect to our high speed rail business.

Senator GRAHAM. Yes, Mr. Watson.

Mr. WATSON. Wes Watson again.

Building on what Charley's comments were, in order to have coordination between modes you have to have more than one mode. In the case of high speed rail, I think we have what is essentially the ultimate modal bias. We talked about matching ratios for transit and others. The matching ratio for high speed rail is zero. There is no money whatsoever for high speed rail to come along, so there's not going to be any coordination between those modes because we don't have that mode.

Representative Figg said we have a very robust aviation system and a very robust road and bridge system. We have no high speed rail system whatever.

But perhaps a light at the end of the tunnel, Representative Figg, is that the Greater Orlando Aviation Authority—I had the pleasure of serving with John Wycoff on the Governor's transition team for transportation. This is an aviation airport manager who has said that Orlando has 18 million passengers this year, and they're going to 36 million passengers in 1995. Mr. Wycoff, very well respected among the aviation community, said that they basically over the Orlando Aviation Authority right now have an aluminum canopy of aircraft, and that there is no way that they're going to be able to meet the ground access demands for their airport. They can't even get enough buses in, is what John was saying. He says that about the only way out that they see is going to be some kind of an interface with a train system of some type—high speed, medium speed, or whatever. They are embarking on a privately funded system—hopefully, they can make it—between the airport and Port Canaveral to address the needs of all these passengers going to cruise ships over there, which I certainly hope they can do.

But obviously, if the Federal Government could chip in a little bit of money for these kinds of systems to help as a reliever to our aviation system, it would be a tremendous step forward for us. But I think that represents the ultimate modal bias in match.

Senator GRAHAM. Thank you, Wes.

Mr. Brosch.

STATEMENT OF GARY BROSCH, DIRECTOR, TRANSPORTATION RESEARCH CENTER, UNIVERSITY OF SOUTH FLORIDA

Mr. BROSCH. Senator Graham, I'm Gary Brosch, Director of CUTR here at USF. I first want to thank you and your staff for allowing me to come late this morning and give my speech at the

transportation summit. I appreciate that, although the folks there would probably rather that I had been here to do this.

[Laughter.]

Mr. BROSCH. On this issue of lack of coordination between——

Senator GRAHAM. Mr. Brosch, before you arrived, the president made some comments about your center. I wonder if you could give us a minute or so of just a quick overview of what your center's priorities are and what kind of resources you have?

Mr. BROSCH. We were created by the Florida Legislature about two and a half or three years ago to serve as a university-based center to look at innovations in how we approach our transportation problems. We have in this State and around the country a number of good university programs looking at traditional engineering solutions. The Legislature felt that we needed to look at innovations, to look at smarter and better ways of doing things, so they created our transportation center. Since then we have been involved in a wide variety of projects, from high technology projects of automatic vehicle identification with the IVHS project, looking at making more efficient use of electronic toll roads, electronic tolling, that sort of thing.

We have been involved in very low tech projects, looking at public/private partnerships and demand management, finding more effective use of our existing roadways, creating transportation management associations.

We are funded both by the State Legislature and the Florida DOT, who hires us to do a lot of things for them, and by Federal grants and local grants as well.

Senator GRAHAM. Very good. Thank you.

Mr. BROSCH. Since I am Director of the Transportation Research Center at the university, when I talk about this lack of coordination between transportation modes, I like to use a highly technical phrase that we use to characterize this problem. You will excuse me for that, I hope. It's called "too many cooks in the kitchen." Just here in the Tampa Bay area we have the bus company, HART, and also across the Bay the bus company, PSTA. We have a new commuter rail authority. We have two airport authorities, a seaport authority, an expressway authority, a turnpike authority, a Florida DOT who has major interaction here, two different MPOs in this one area, county governments which have major road problems and road programs, and city governments which have their separate road programs.

Simply put, there are too many folks all trying to figure out what the solutions are to get coordination.

I believe there are two major ways of attacking that problem. One is at the local area. At the local level, it's a local responsibility to get their act together and decide how they want to coordinate their transportation programs. But important to your being here and asking about the new Federal legislation is the Federal role in that, and it really harkens back to what you heard in the previous thing about funding, the flow of funds and who gets those funds. As long as the Federal Government has multiple pots of money that each of these individual jurisdictions can go for and get earmarked for their projects, that's certainly going to inhibit the good kind of coordination that we think needs to take place.

So we believe that part of the answer to this coordination problem lies in the things that were suggested by many people around the table, in getting Federal legislation to improve the flexibility of funds; to reduce the number of categories of funds; and importantly, to give the State more control over its own destiny. If those funds flow to the State DOT and they are then able to help local areas resolve those problems and decide who should get them, we think it would be much more efficient.

So the key there is that there are too many folks with too many separate pots of money that are driving both the capital, the operations, and the planning.

Senator GRAHAM. Thank you.

Any other comments on this subject of the lack of coordination within modes? Yes, Mr. Larson.

Mr. LARSON. Senator Graham, I'd like to comment briefly about the views on the flexibility issue because that applies to the use of Federal funds, be they Federal highway funds or Federal transit funds.

Secretary Skinner and our administrator, Administrator Tom Larson, have been emphasizing intermodal coordination. Intermodal coordination was something that was emphasized in the National Transportation Policy. The goal, of course, is to make the most cost-effective use of our transportation dollar, whether it be highways or transit. That is one of the objectives of the Administration's new legislation, that is, greater flexibility for State and local governments in the use of Federal funds, be it for highway projects or for transit projects, keeping in mind that the most cost-effective solution is what is desired from a transportation standpoint.

Thank you.

Senator GRAHAM. Thank you, Mr. Larson, and I recognize that you are here under some restrictions. I think the policy is going to be officially announced today or tomorrow.

Mr. LARSON. Soon, I understand, Senator.

Senator GRAHAM. One area of concern that has been raised is the expectation that this policy is going to contain some different funding ratios among different types of transportation. Mr. Watson has suggested that public transit will be disadvantaged by requiring a higher State or local match in order to draw down Federal funds than will other forms of transportation.

If that in fact is going to be part of the program, what counterpolicies will be contained in order to avoid this sort of skewing based on formulas that Mr. Watson is concerned about?

Mr. LARSON. I think one thing that could be included in the legislation would be the opportunity to use the funds, be they highway funds or transit funds, for either highways or transit.

While the matching ratio is important, we most often have transportation needs that go beyond the availability of just Federal funds. In other words, the needs are so great that the State or local governments have to put up additional money even beyond a matching ratio, because of the limitation of Federal funds.

So to address the issue of the matching ratio, however it ultimately turns out, I think in part we address that with the additional flexibility on the use of these funds.

Senator GRAHAM. Any other comments. Yes.

STATEMENT OF GILBERT M. ROBERT, DEPUTY DIRECTOR, TRI COUNTY COMMUTER RAIL AUTHORITY

Mr. ROBERT. Senator, I'm Gil Robert, Deputy Director of the Tri-County Commuter Rail Authority in South Florida.

I really just want to add to what Wes and Charley Smith have said regarding the need for increased emphasis in looking at other modes of transportation, including high speed.

As you are aware, the Tri-County Commuter Rail Authority is the first new start of a commuter system in the United States in some 15 to 20 years. That was done, really, under your guidance and the guidance of the Florida Legislature, as well as DOT. Right now, we're certainly looked at nationwide from other potential start-ups, other States in the United States, as a system which has really implemented the system. It's very effective, it's very efficient, and we're very pleased with our progress to date. Our ridership certainly shows that it is a system that is certainly growing.

I really feel, recognizing that there are new starts proposed—not only high speed, but commuter rail new starts, and there are presently two or three new starts proposed in the State of Florida at Tampa and Orlando, and Jacksonville is considering one also—that there is a need for greater emphasis at the Federal level in looking at these new starts. They are very cost-effective. When you look at the Tri-County Commuter Rail Authority, if you look at the rail corridor, it is basically a utility corridor which was purchased by the State for, really, all modes of transportation, commuter rail, high speed rail, intercity rail with Amtrak, and other uses; if you look at the cost of the corridor and the cost of the equipment and our operating budget for five years, you're looking at a cost of approximately $4.5 million per mile. If you compare that to some highway projects, and the one that we use in south Florida is Interstate 595 which was at approximately $100 million per mile, it's very, very cost-effective.

In terms of integration between modes, we're very pleased. We feel that we're in the initial phase of addressing this integration between modes. To give specifics, you can use the bus systems in Dade County; you can use Metrorail; you transfer to Tri-Rail.

Representative Figg, there is a way to take Metrorail to Tri-Rail and get to the airport.

Ms. FIGG. But is it easy?

[Laughter.]

Mr. ROBERT. You can transfer in Broward County. You can transfer in Palm Beach County.

So everybody is right on target as far as the need for greater integration is concerned. It is a very, very important need, but we're very pleased with the direction that south Florida is headed in trying to address that.

I think that the important point or issue that I'd really like to state and clarify is that from my perspective, commuter rail as well as high speed rail certainly has a future, an application in south Florida. It is a very cost-effective application in south Florida, and I think it is prudent upon the Federal Government in their policies to be sensitive to these new starts.

Thank you.

Senator GRAHAM. Thank you very much, Mr. Robert.

Is there any further comment on this topic?

Ms. Dent, you get the final word.

Ms. DENT. Thank you. And a quick one, at that.

I think the point is that all the rhetoric about providing a level playing field and integration of the modes will be for naught if these funding formulas do not eliminate the biases that encourage certain decisions at the local and Federal level.

It appears to me that we've made one step forward in trying to create a coordinated policy, but when we look at the detail of the way it's implemented, there still are biases there that will not allow it to be implemented properly.

Senator GRAHAM. On that note of reality we will conclude topic two and move to topic three.

We have been joined by Representative Jim Hargett. Jim has been at the other transportation meeting that is going on today, and I know several of you have responsibilities at both places. If and when anyone needs to leave, please feel free to do so. This is maybe an example of a lack of coordination in transportation summits. We didn't know that we were both going to be meeting at the same time on the same day.

Our third topic is going to be on the issue of coordination between private sector activity public sector transportation, and our introductory speaker will be Mr. Jack Wilson of the Wilson Companies. Jack, as he indicated previously, has been active in a number of transportation groups through the Council of 100 and other Florida entities concerned with economic and transportation policy.

Jack.

STATEMENT OF JACK WILSON, TRANSPORTATION CHAIRMAN, FLORIDA COUNCIL OF 100, TAMPA, FLORIDA

Mr. WILSON. Thank you, Senator.

It's my observation that the public sector has worked hard to improve its public-private communication over the past few years. It is difficult to pick up a paper without reading about a public hearing on one transportation project or another. Those are typically pretty agonizing, and the degree to which they are effective, I guess, is debatable. But it still represents an attempt to communicate to the public on transportation projects.

I think we have a long way to go in that area, and I would like to just touch on a few areas which seem to me to be areas for improvement.

Particularly in the area of long-range planning for transportation projects, major systems, and transportation corridors, there is room for improvement in the communication process between the Government and the private sector. As we talk about the designation of transportation corridors, as we designate the land uses relating to those transportation systems, I think there is a need for market input, if you will, into the decision-making process that oftentimes is not there. It is a very imprecise science. As we are talking about transportation corridors we are often looking out 5 or 10 years. It is difficult for anybody to know what's going to happen,

but the more we can focus on that, the better I think our end product will be.

One example which I think is a good one of public-private coordination is the Sun Coast Thruway project here in the metropolitan Tampa Bay area. This is a proposed freeway which will come down to the west of I-75, between U.S. 19 and 41, and hopefully tie into the Northwest Expressway going up through the county, and tie in also to the improved McMullen Booth road corridor over in Pinellas County. This project got its start four or five years ago. Really, it's a private effort among major landowners in Pasco and Hernando Counties involving the efforts of the county governments, and this has since become a metropolitan and now State project that seems to be gathering momentum and hopefully will spring into life.

The public feedback process—I mentioned the public hearings—in terms of general public reaction, I'm not sure there is a way to improve on that process, but it has been my observation that we can improve on the process and get the feedback from the business community. I think the business community has a lot to offer in the transportation planning process. The Council of 100 was instrumental in starting Floridians for Better Transportation, which has now been in existence for about three years. It is still a fledgling organization, but I think we have done a credible job in terms of melding information and providing a conduit from the business community to the State government as well as to regional governments about transportation problems.

Another example that I would like to cite in that regard is the West Shore Alliance, an organization here in Tampa which was formed about five or six years ago, including the major businesses and property owners in the West Shore area of Tampa, to focus on a number of problems, but the primary one was transportation. That organization sponsors an area-wide DRI which was the first privately-sponsored DRI in the State. A number of you around the table were involved in that. That organization has continued to be active and worked very diligently in the Northwest Expressway process, and has just recently been the sponsor of the first transportation management association in the State, all of which was done in close conjunction with the public governments involved in these processes.

So I think that even with those efforts, we still see a great need ourselves, and I would like to close my remarks by again emphasizing the need to communicate with the business community and get the input from the business community in the process of planning.

Thank you.

Senator GRAHAM. Jack, what about the need to use some greater market forces in shaping public transportation policy? Are there some examples that you could cite that particularly involve Federal policy where you think that was inadequately taken into account?

Mr. WILSON. I think that Secretary Watts gave us an example a while ago which was a good one. At the State level—and you're familiar with this—oftentimes DCA, the Department of Community Affairs, is involved in DRI projects which in and of themselves have some implications as to market and transportation planning,

and a lot of times those plans are not coordinated with the Department of Transportation.

My observation over the past few years is that that coordination has become closer and closer, and now the collection of several of the departments, including DCA and DOT, under the supervision of the Lieutenant Governor I think will further act to coordinate this planning.

Senator GRAHAM. Yes, Mr. Smith.

Mr. SMITH. Thank you, Senator.

This "public-private partnerships" is a topic that, of course, is close to my heart because it's really the underpinnings of the high speed rail and the MagLev project we have underway. How can the Federal Government get involved? One which you're familiar with, of course, is when we went to Washington and asked you to help sponsor the tax-exempt bonding bill to allow the private sector to be able to finance their projects at a lower interest rate on bonds that they might sell. That's one area that I think is certainly helpful.

I think there could also be some incentives that are built into the transportation funding programs, that if State governments or local governments who have joined together with private sector interests are trying to develop these systems using innovative techniques such as we've used in high speed rail—principally, let's say, real estate value capture—here's a concept that you find laid out very clearly in the Florida High Speed Rail Act. I think what we've done in Florida could almost be used as a model to help design some of the legislation that might help in Washington.

The ability to use transportation rights-of-way, whether they be Interstate systems or State highway systems, for some sort of fixed guideway transit would be very helpful. That reduces the cost, it reduces the environmental impact potential, it provides that incentive. And I think these systems can also help to implement growth management, whether it be—most growth management plans and programs are developed at the local level; they are not things that are dictated from the Federal Government. But I think if you're helping to implement efficient land use policies, then perhaps the Federal funding programs that are available for transit or high speed rail or whatever could be made available to those areas that are basically helping themselves. It seems to me that that fits into the public-private partnership concept.

I think perhaps the best example in Florida that we are engaged in right now, one that may very well be successful, is the MagLev project between the Orlando Airport and I-Drive, a big tourist center. Here the State provided the private sector with expedited permitting and approvals to build that line, and then through the DRI process at DCA they are working to actually develop a hotel complex, which will also be an incentive for the private sector then to invest in that transportation facility.

So those are a couple of really good examples, I think, of what we've done in Florida in the way of public-private partnerships that would help perhaps explain to the Federal legislators how to do it. So we offer those as examples, Senator. And you're very familiar with them, having helped to draft them and promote them.

Senator GRAHAM. Any other comments on public-private coordination? Yes, Mr. Brosch.

Mr. BROSCH. Senator, let me give you three suggestions on some Federal policy that we think would help encourage more public-private partnerships.

The first is in the area touched on remotely by Charley as he talked about the Federal role in getting authorization for donated right-of-way. There are some impediments in Federal law now to getting donated right-of-way, and if it doesn't work out, giving that donation back.

There is current Federal law relating to value capture and joint development as it relates both to transit systems and highway systems. When you try to do a joint development project with the private sector, there are some Federal impediments to getting as many of those as we could.

The third is in the area of contracting out, a sometimes controversial area. But to the degree that the Federal Government would like States and local areas to be able to make State and local decisions about contracting out service versus providing it themselves, again, whether this is contracting out some bus lines or whether this is contracting out pavement management and marking, highway construction, engineering, there are some things the Federal Government can do to encourage more of that activity.

Finally, in the area of blending of funds, currently the Federal law is very restrictive as it relates to blending of Federal and local funds, but particularly Federal and private funds. This is true both of potential private toll roads as well as other private transportation ventures. We need to try to get the Federal Government to reduce its cost of certain transportation improvements by working in partnership with the private sector and not just go in and bail out some of those costs.

Here in Tampa, of course, we have the Harbor Island People Mover, constructed 100 percent private. We have other areas of fixed guideway systems that are constructed 75 percent Federal. Somewhere in between we should be able to blend Federal and private dollars in transportation systems to get the most value for the dollar.

Senator GRAHAM. Have you reduced any of those ideas to a memo or other draft form?

Mr. BROSCH. They will be contained in the written testimony that we'll be submitting.

Senator GRAHAM. I would like to raise a couple of specific questions that have come up.

One is the issue of using Federal highway funds for a facility which will be in part toll-financed. In the last Highway Act, which was passed in 1987, there was a pilot program that I think allowed 5 or 10 States to apply for such a program. I don't believe Florida—maybe you could tell me, Ben, what is the status of that in Florida? Or are you aware of what's happened in other States?

Mr. WATTS. Yes, sir. On that pilot program there were seven projects authorized by the Congress. Florida had one of those. That's what's known as the 10th Street Extension, or the Sawgrass Extension. That's not under construction, but as far as the development of that project, that is being developed in Florida, and we cer-

tainly would continue to support that pilot program once it is assessed by the Congress to be continued as a standard way of doing business around the country.

Senator GRAHAM. Any other comments on merging of toll facilities and Federal financing?

Mr. LANIER. My name is Ray Lanier.

Senator, it seems to us that if you have a strong planning program, during the analysis phase, with the public and private objectives in mind, you can identify those areas with the private interests that would be effectively introduced by private funding along with the public funding. The costs and the returns on both the public and private area would be identified.

Thank you, sir.

Senator GRAHAM. Yes, Jim.

Mr. HARGETT. Going back to your earlier comment about the public-private cooperation, of course, I guess you and I and others in the room were involved over the years in our efforts at high speed rail. I've been involved with MagLev and have been helping Tri-Rail.

One of the things that occurs to me is that we currently have programs for inner city roads and an inner city airports. There are programs where the Feds participate in buying and supporting airport runways and funding those things. We support roads, and we work out contracts with private sector air carriers. We charge landing fees.

Over in Sweden they are pioneering with leveling the playing field with State ownership railroads—Federal, State, local ownership of railroads—somewhat like we have in Tri-Rail, where the State owns that railroad, and then they charge private corporations to use those roadways, which makes a level playing field so that you can truly evaluate the competition between air travel and high speed, or relatively high speed, train travel, especially under the 300-mile time frame, so that you can really determine that your rail is cost-effective. Air travel under 300 miles is very expensive because the takeoff and landing consumes most of the costs.

I just suggest that we might take a look at that approach to make sure that we're getting the most for our dollar in moving people around within the State.

Senator GRAHAM. Thank you, Jim.

Ms. Hutchinson.

STATEMENT OF JOANNE HUTCHINSON, EXECUTIVE DIRECTOR, FLORIDA TRANSPORTATION DISADVANTAGED COMMISSION

Ms. HUTCHINSON. I'm JoAnne Hutchinson, Executive Director to the State's Transportation Disadvantaged Commission.

We would like to recommend that there be Federal policy relating to human service coordination for those individuals who are elderly, disabled, or otherwise transportation disadvantaged.

Senator Graham, you will remember that in 1979 you signed into Florida law a mandated coordination program, which we're very proud of and with which we've had a lot of success. But there is a lot of Federal funding through the human service agencies, specifi-

cally over $1 billion that is being spent for transportation services and creation of transportation systems.

We feel there needs to be stronger Federal policy to ensure that all these programs are coordinated with mass transit and other forms of transportation so that we can get the best bang for our buck in every program. We feel like Federal policy should be stronger in that area.

Thank you for this opportunity.

Senator GRAHAM. Thank you.

Any other comments on public-private coordination?

[No response.]

Senator GRAHAM. It is now about 10:23. When we conclude this section of the program, which will probably be in the next 10 minutes, we will take a 10-minute break and then we'll come back for our fourth topic, which will be transportation policy as it relates to other economic, environmental, and social policies, a subject that we've touched on. This will give us an opportunity to focus on it precisely.

Yes.

Mr. BAKEWELL. Senator, Kevin Bakewell. Just a brief comment on the issue of the Federal Government's involvement in toll roads.

I think that is an area into which we need to move very cautiously because in essence, I think when you start looking at the Federal role, and particularly in funding toll road construction and that type of things, you've already got the motorist who is paying a lot of money into the Federal highway system. We've already talked about the fact that there's that $17 billion in the Highway Trust Fund that in some ways is being held hostage and is not being released in a timely fashion.

I think that when you start talking about further involvement in toll roads, you're really asking the motorists to pay twice. You've already asked them to pay in the form of gasoline taxes, and when you put everything together in terms of Federal, State, and local taxes, we're probably paying $0.35 or $0.36 per gallon, about one-third the cost of a gallon of gasoline. So you're asking them to pay the gasoline taxes, and then you're also asking them to pay a toll for the privilege of driving on those particular roadways. In essence, it's a form of double taxation for the motorist. They are already paying out a lot in taxes, in terms of gas taxes, in addition to the increased cost of gasoline that we've seen in the last few months.

So I would just urge extreme caution in promoting involvement in toll roads. The gasoline tax as a true user fee has proven to be a very cost-effective way to fund highway construction, and I think that would be the motorists' preference in terms of additional funding for those types of programs.

Senator GRAHAM. Yes, Mary.

Ms. FIGG. Senator Graham, I too would like to add a word of caution on the subject of Federal highway funds being used on toll facilities. I am wearing my NCSL hat when I speak on this, as weil as my State Representative hat.

There is a cost for toll collection, and it is not cheap. As well, there is a cost to borrowing money, and that too is not cheap over a long period of time. So I think we need to be mindful of that, as

well as being mindful of who really benefits, whether it is the general public or whether it is a select group of landowners or other business people along a particular corridor, particularly when you are discussing a toll facility.

As you are aware, NCSL does oppose the use of transportation monies for general revenue purposes. We are also in opposition to the use of transportation trust fund monies—the interest—for alleviating the debt problem. We would encourage the Congress to do whatever they can to stop what we believe is a harmful practice.

Florida is the third most contributory State to transportation funding in the United States following, I believe, California and Texas. As such, and as a State that is growing in its population and therefore dealing with its infrastructure problems and transportation, always behind rather than in the foreground, I understand you had a hearing recently in Washington to the effect of using transportation as an economic growth factor. In Florida we have the opposite condition. We have economic growth, and we are trying to use transportation to afford that economic growth. So we have a lot of concerns, both in Florida and nationally, as regards the use of Federal highway funds toward toll facilities in the States.

Senator GRAHAM. Any other comments on the public-private relationship?

[No response.]

Senator GRAHAM. If not, it is now 10:27. We will take a 10-minute break and reconvene to take up topic number four.

[Recess.]

Senator GRAHAM. We will reconvene.

We have completed the first three topics, and we will now move to topic number four, which is the issue of transportation policy as it relates to other policies, then we will have the final topic, on the need for new transportation goals.

It is my expectation that we will have those two completed by approximately 10:40, and then we'll have a period of time until 12:30 for discussion on any other subject or amplification on any item that we've previously covered. We have some people from the public who have indicated a desire to make a statement. We will also look forward to hearing from you at that time.

For topic number four our introductory speaker is Mr. Tom Thomson, Executive Director of the Tampa Urban Area MPO.

Mr. Thomson.

STATEMENT OF THOMAS L. THOMSON, EXECUTIVE DIRECTOR, HILLSBOROUGH COUNTY METROPOLITAN PLANNING ORGANIZATION, TAMPA, FLORIDA

Mr. THOMSON. Good morning, Senator Graham. Thank you.

My remarks are fairly informal and were at least in part covered by comments that Representative Figg and Gary Brosch have made. My dual role is dealing with transportation planning as executive director of the MPO, and dealing with other comprehensive planning issues as assistant executive director of the Hillsborough City/County Planning Commission, an agency which is the local planning agency for Hillsborough County.

Gary Brosch mentioned the idea that in this area there are many transportation agencies. In fact, I've got my count up to about 20 different agencies or parts of government agencies that are involved in transportation planning, development, or implementation. It is not so much in terms of just intermodal issues, like Representative Figg mentioned, but also other areas such as land use, environment, economic development, and of course, the quality of life or social issues.

Not only are there too many cooks around the pot, but they are all speaking different languages when it comes to the issue of isolation of transportation policy from these other areas that I have mentioned. Mary Figg made a suggestion which I'm going to conclude with, about organizational structure, to just let you think on that for a minute.

In our agency we do land use, environmental planning, and economic development planning. We are also getting into some quality of life issues relating to policies that deal with transportation. In my job the question I get asked most often is, "What are we doing to coordinate transportation planning and land use?" Since coming to the agency as the assistant executive director three years ago, that has been one of my primary objectives. We are doing some things locally that address that, and I will mention those in a minute.

The problem is that transportation policy generally is either developed at the National or State level and implemented, partially through the MPOs locally and of course, thru all the individual transportation agencies with responsibilities for the various modes. Whereas most land use, environmental, quality of life, and economic development decisions are made locally, primarily by local governments but sometimes through Chambers of Commerce relating to economic development. So we have this broad locational difference as well as some broad differences of perspective.

How do we begin to deal with this problem? I think the State, in a couple of areas, has begun to address this. We have a Growth Management Act that you, Senator, as Governor, initiated the rewrite of that—a growth management policy, and it's being implemented now. I think it's being implemented fairly successfully. I think we still have some more time to test all the facets of it. But in that are a couple of things that are inherent problems in terms of intergovernmental coordination and consistency among the various aspects, including transportation and land use.

But I think there are some missing components of that, and that goes to a suggestion that has been made: to somehow combine at the Federal level the flow of policy, implementation, and funding to better coordinate the other issues of energy, land use, environment, and economic development.

Also relating to that, and perhaps Mr. Bakewell would want to say something about this later, I really think we need to go to greater use of pricing to effect our other policies. A couple of examples would relate to making use of the automobile unpopular or more expensive in ways that directly support transit and directly support the better development of our urban form through parking surcharges and through fuel surcharges that come back around and directly benefit development in our cities, and come back

around to the local government to benefit and support operations of public transit.

Another area that goes to the organizational issue, currently we have MPOs that are responsible for a coordinated planning process, responsible for comprehensive planning, and responsible for policy-setting at the local—and in some cases, the regional—level. In this State we also have Regional Planning Councils that are responsible more for the land use side, the growth management issues, and some other things that have been attached to it over the years, such as aging issues, and the like. I think what we need in addition to the Federal actions to combine policy and funding is better incentives utilizing pricing. We need also to have some Federal policy for the States to create organizations at the regional or whatever level is appropriate to provide a method to guide the integration of the isolated policies. The problem isn't so much that we have 20 different agencies working on transportation, but those agencies have no overall hand guiding their actual implementation. I think we need that umbrella organization, and I think that means revisiting the structure of MPOs and providing in addition to what they have now a stronger relationship to these other policy areas in terms of guiding implementing agencies, and particularly important, I think, is some relationship to the funds that are used to implement the programs. I don't want to suggest that the MPOs should control the funds, but I think the MPOs need a stronger mechanism than the current sweet-talk, the sugar that we have. We need a little bit of a club to go with the sugar to effectuate the policies and integrate the policies that we're talking about.

Thank you.

Senator GRAHAM. Fine. Thank you, Tom.

Any comments? Mr. Fuller.

STATEMENT OF MANLEY FULLER, FLORIDA WILDLIFE FEDERATION

Mr. FULLER. Senator Graham, Manley Fuller. I'm with the Florida Wildlife Federation. Our written comments today include a number of other organizations: The 1,000 Friends of Florida; the American Planning Association; the Bicycle Federation of America; the Center for Neighborhood Technology; the Environmental and Energy Study Institute; Florida Rails to Trails; the National Wildlife Federation; the National Trust for Historic Preservation; Natural Resources Defense Council, and a number of other organizations that I am speaking for in addition to the Florida Wildlife Federation.

I thought, just to digress for a second from issues related to transportation, it is sort of a poignant reminder of some of the serious problems that we face. On the way over here this morning, at a distance of about three miles, there was a traffic accident on the Interstate which blocked traffic. We got off the Interstate and on the way here we observed a bicyclist who had been struck on the way. This is a very unfortunate consequence where we have not integrated different types of transportation properly.

We have several points related to this panel. We believe that the surface transportation policy of the Federal Government should

seek to establish environmental protection as a mission of the Federal DOT, and that no net loss of wetlands should be a goal of the highway program. We believe that wetlands protection should be assured in future legislation and it should include continued Corps of Engineers and EPA review of section 404 dredge and fill permits.

Section 208 of the Federal Water Pollution Control Act requires States to develop plans to regulate discharges from non-point source pollutants, including surface runoff from highways. We believe that Federal transportation legislation should require adherence to section 208, Non-Point Source Pollution Plans, and require State compliance with 208 plans in highway construction.

We also believe the legislation should be very supportive of the new Clean Air Act and assure that transportation activities are fully integrated with new air quality requirements. We believe that Federal environmental review should apply to segments of roads if any segment receives Federal aid.

We believe that Congress should develop the goal of substantially altering the current modal split away from single occupant cars in favor of more energy-efficient alternatives over the next 30 years. We believe the policy should favor greater flexibility in the use of highway dollars to fund energy-efficient auto alternatives and conservation activities.

Mass transit dollars should be increased, and transportation modes should be better integrated. Expenditures should also be made for bicycle facilities.

Back to the comment about the person who was hit this morning, I want to send to the committee a Scientific American article that was written last year on energy efficiency. It talked about Denmark having a national goal to encourage bicycle use, not just for recreational purposes but actually in normal, day-to-day people movement. As I recall from the article, 20 to 25 percent of the day trips or travel of people in Holland involved use of bicycles. I realize that Holland and the United States are very different countries and have different demographics and population densities, but I think there are some lessons that we can learn there.

Relating to one point that we would also like to see included in transportation policy, new highway construction should be directed away from critical natural areas and wildlife populations. As Governor, you were very supportive—and we were very glad that you were very supportive—of the establishment of the panther crossings on I–75 in the Big Cypress National Preserve. The evidence so far indicates that where those have been constructed, the panthers are using them. The most serious loss of Florida panthers, the most common cause of death, has been them being struck by cars in the Big Cypress area. The construction of wildlife crossings and overpasses will help to reduce that problem.

We also have some problems in Florida, as you know, at the Key Deer National Wildlife Refuge. In the 1980's, over 400 endangered key deer were killed on Big Pine Cay, over half of them on U.S. 1. Going north to Key Largo, the leading cause of mortality for the American crocodile has been that they have been struck by cars on U.S. 1 in North Key Largo.

There are other areas across the country where highways without some sort of pre-planning have gone into very sensitive areas and contributed significantly to kills of wildlife.

A problem that I'd like to mention that is peculiar to Florida—and there may be other States that have problems that are as serious with exotic vegetation, but I don't know of any that have it as badly as Florida does—if you go down I-75 on the southwest coast of Florida you will see, in Lee and Collier Counties, extreme infestation of melaleuca along the highway rights-of-way. The melaleuca is using the highway rights-of-way essentially as a corridor to get into natural areas. We are seeing evidence of this along the I-75 corridor into the Big Cypress National Preserve. And then on the east side, highway rights-of-way are leading to an invasion of the Everglades-type habitat with melaleuca.

So we would like to see Federal initiatives to keep invasive exotics such as melaleuca off the highway rights of- way.

We are very supportive of organizations and activities such as the Rails to Trails Conservancy Project; the St. Mark's Trail in Tallahassee, which you are familiar with; there are examples here in this area, in Pinellas County, in Gainesville, and around the State. The concern, though, is that they are not more widespread. National Geographic recently did an article about how popular these activities are. If Federal transportation policy can encourage these kinds of things around America's communities, I think it will result in a better quality of life for people and hopefully not just for recreational purposes, but also for normal day- to-day activities. We have many suburbs in the country that you literally cannot walk anywhere from.

Inasmuch as we support the example in Tallahassee, the St. Mark's Trail, you have to drive your car several miles to get to it. It would be nice if it was actually linked into town and there were more opportunities for pedestrians, as well as bicyclists.

So we would like to see the multimode as a long-term Federal transportation goal, and environmental protection and avoidance of significant habitat areas.

Another concern that has been brought to my attention in the last several days by some organizations that were involved in preparing the testimony was the concern that larger trucks—instead of dual trucks, there are proposals to add three- car trucks and heavier weights. In the paper this morning it talked about I-4 and some of the problems in Tampa, structural problems with the bridges, and heavier truck weights posing a threat to our Nation's bridges and to highway safety. So this is a concern that has been brought to our attention recently.

We will be providing some additional written comments. Marsha Elder, with the Florida chapter of the American Planning Association, has asked me to provide you with some supplementary material from their organization, and I will submit that to your staff.

Senator GRAHAM. Thank you very much, Mr. Fuller.

Any other comments on the issue of transportation planning as it relates to economic, environmental, and social issues? Yes, Mr. Lanier.

Mr. LANIER. Ray Lanier.

Senator, it seems to us that both four and five are interactive. The one thing that Secretary Watts indicated that I think is extremely important is the institutional organization, the focus of the institution and the people in the institution on multi-objectives for a particular activity. It's a transportation organization, but transportation affects so many social and public goals, policies, and objectives. So they need to be thinking about that.

For example, they have a new transportation plan out for the State of Florida. On the back page it gives you a list of people to call for more information. One section is transportation modes. There is no section for non-structural transportation modes.

Now, it seems to me that there is a possibility for non- structural transportation—for example, electronic communication with computers now. You don't have to travel to and from home to work. But the fact that we don't have—whether this is feasible or not, Mr. Secretary, I'm just trying to use it as an example—the fact that we do not have non-structural as a concept to think about shows that we're not searching for that particular alternative. It seems to me that's one of the problems, that we are not broadening the scope in terms of transportation in other areas, in terms of the objectives that we need to deal with so that we are thinking a little more broadly.

We also need a stronger public involvement program throughout the Federal and State transportation area, and other areas, for that matter. I've had the opportunity to work with transportation people in State and Federal agencies across the country, and I have found that the public needs hard data and analysis. I have found a lack of hard data and analysis about multiple objectives, goals, and policies, and relating those through the data and analysis to multiple alternatives in order to meet those goals, with providing the positive and negative consequences of those alternatives.

We're talking about alternative scenarios. We're talking about a society that is made up of a heterogeneous set of values. We do not all have the same set, and where we do, we often do not emphasize the same set.

Now, I don't know of any developer who doesn't care about the environment, and I really don't know about any environmentalist who doesn't care about economic opportunities for those folks who need those opportunities. So in my view the question is providing information to the different interest groups about the kinds of alternatives available, the impact of those alternatives in terms of the way those alternatives help to meet the multiple sets of social goals, the consequences of the different alternatives so that the public can see—all right. I, as an environmentalist, and somebody else as a developer, we can say, hey, we jointly don't like those consequences. Or we say, I like these and somebody else likes those. In other words, we get the interest groups to focus on the substantive differences rather than arguing over values without really having the substance to work with it.

Now, on the question of conflict resolution, once you have multiple goals you automatically have a conflict problem already set up, it seems to me. One aspect of this which is extremely important—this will be in the notes which we will send you—Congress must come to grips with the critical problem of establishing criteria. For

example, the National Environmental Policy Act contains good policy statements, but it has no enforcement teeth. It requires agencies to make an environmental impact study that leaves the door open as to how decisions about resolutions are made.

The courts have ruled, in effect, that whatever decision an agency makes is acceptable as long as it is not otherwise arbitrary.

Congress must act on legislation which has been proposed, or prepare new legislation which incorporates substantive criteria for decisions which ensures both agency personnel and citizens meaningful guidelines for making choices and provides the public with clear bases for such challenges as they wish to make.

Along with the material I will send some articles and references that deal with this subject. I am only speaking now about the environmental aspect, but the same thing is true across the system. It is true at the Federal level and it is true at the State level. I am pleased that several secretaries dealing in this area are working together in Tallahassee about these different objectives. But I have also wondered whether or not, at the State level and perhaps at the Federal level, we shouldn't have a strategic planning group, agency, department—I'm not quite sure; I worry about putting everything in one department—but we need somewhere a group whose mission is to look at the multiple values, the multiple objectives across the system, and then look from a strategy standpoint at what strategies seem to be feasible, what kinds of problems are associated with those strategies, and then give—in this case we're talking about transportation so I'm picking on you, sir, but it's not intentional—the transportation folks then work their planning within that concept. That may be an option.

Thank you.

Senator GRAHAM. Thank you very much, Mr. Lanier.

I would like to ask two or three questions.

One, Mr. Lanier's and Mr. Fuller's comments, either directly or indirectly, touched upon the State's comprehensive planning effort, which is our effort to have at the State, regional, and local community level, a process that will take into account all those diverse interests.

How well do you think that process is working, particularly as it relates to involving transportation in a comprehensive plan?

A subpart of that question is what, if anything, should the Federal Government be doing in order to enhance that effort at the State level if you are prepared to give it a good grade?

I would also like to ask about integrating energy policy. The President is going to be announcing a national energy policy soon. What should we be looking to in terms of how transportation can play a role in more effective use of energy?

The final question that I would have is aesthetics. There has been an increasing interest in how transportation affects the visual quality of our communities. I know a new bridge is about to be built across the Miami River as the result of some design competition. What are the reasonable things, given the economic demands for transportation dollars, that could be done in order to enhance the quality of design of transportation facilities nationally and particularly in Florida?

Yes, Mr. Brosch.

Mr. BROSCH. Senator, let me take a shot at a couple of those.

Very briefly, as it relates to growth management, we are beginning to do a great job in Florida. Every single year we start making substantial strides and improvement. I think this year the improvement that Governor Chiles is doing, of having the secretaries meet together, is a tremendous one. I would strongly encourage the Federal level to have a similar sort of thing.

In D.C., it was considered a landmark when the Federal Highway Administration and UMTA started sitting down at the table and discussing things. That was great progress and is great progress, but we don't yet have Secretary Skinner and the EPA and other Federal agencies sitting down and talking to each other. We need to have that.

The thing I was going to mention before your question that addresses your question about coordination of transportation policy and energy policy—the problem, of course, is that we don't have an energy policy. We do need to coordinate those two once we get one. There's no question that, with transportation affecting more than 25 percent of our gross national product, the use of alternative fuels, the things that we can do with transit—once we decide what our policy is, we certainly need to work much better at having transportation be an integral part of that.

You asked the question about aesthetics. I'd like to broaden that just a little bit into quality of life. We now understand very, very clearly, in those areas that have suffered economically, that transportation can be important to revitalizing areas, getting jobs for people without jobs, helping that area. We have also seen that transportation can make a mess out of areas. We have learned some important lessons there.

I think you have to instill in the minds of the leaders, leaders like Secretary Watts and leaders like Secretary Skinner and Tom Larson and Brian Clymer, that this is an important part of their job, to think beyond just transportation and think about the quality of life, the goals that we have for this Nation. And when they do that, then I think we find—like we're seeing here in Florida—a tremendous improvement in concern over aesthetics, concern over environmental issues.

Today, I doubt if there is an engineer at Florida DOT that does not have a deep interest and concern over the environment. Once you instill that from top down and bottom up, you can make some tremendous changes. I have not yet seen that at the Federal level. At the Federal level I have not yet seen department secretaries talking to other department secretaries. I have not seen that kind of concern over coordination of policies between agencies, and I haven't seen as much concern over issues of quality of life as I've seen emanating at the local level and growing now to the State level that we have, which I believe should be at the National level.

Mr. LANIER. Senator, there is a Federal model on this thing in the water resource area, or there used to be. It's no longer working very well. There used to be a Water Resources Council that operated quite well with both Federal agencies and State agencies, but that mandate was written into the Federal legislation. It required the different agencies to bring together the expertise in the different agencies, to the general, common problem.

Now, what this did, then, it meant that the whole was greater than the sum of its parts. That might be something to look at for the possibility of application in this area, and the energy, Clean Air Act type of thing.

Now, as far as the State Comp Plan, my view—and I have worked all across the continent, sir—in my view this is the best legislation that I have had the privilege of seeing. I know there are some people who don't like it and that there are some people in the Department of Transportation who don't like it.

It is a problem. Once you start looking at multiple objectives and thinking about the different consequences of what you're doing, how do you handle that? You've got a massive set of data that you have to deal with. It's not the first time that this kind of question has come up. The literature is full of analytical systems, ways of dealing with this sort of thing. We have people at the University of Florida who are dealing with multiple objective alternative planning and that type of thing. Their primary focus is in the water resource area because that's where the history has been.

I don't think that transportation has gotten into it. I don't think the other industries have gotten into the State Comp Plan the way they should. There is a nice set of policies here, and I do not find another document that has the hard data and analysis about alternatives in the context of the multiple objectives. I do not find in this document, or in the agency functional plan, a sound and tough public involvement program, right from day one, so that the public can understand what is being done, has an opportunity to provide input about the kinds of alternatives that ought to be thought about, even argue whether or not the particular objectives you have in mind are relevant objectives, and try to bring into it different sets of objectives, if that's the case. I think that if the secretaries in Tallahassee are working together in this area, there is a good possibility this sort of thing will come out.

The energy system is part of the analytical system. A lot of these issues don't need to be made at the policy decision level early on, as long as you provide the criteria so that those questions can be looked at and information about the alternative ways of dealing with those decisions can come out. The public-private interaction, for example, is one of those sorts of things. The legislation mandates those kinds of questions to be looked at, and the opportunity is being given to provide funds to go along with toll, if that's the case, but with sound, hard criteria as to how you make those choices.

Thank you, Senator.

Senator GRAHAM. Yes, Mr. Watson.

Mr. WATSON. I would like to address Gary Brosch's comments about the relationship between transportation and energy. We fail to see how there could be any kind of coherent transportation policy unless you understand the context of how it folds into the energy policy, and obviously we don't have an energy policy as yet.

There probably is very little wrong with public transportation that some kind of energy policy wouldn't positively affect us, once it comes into effect. The fundamental precept of any energy policy, I believe—it may be 70 pages in length, but I think the one thing you can look at is, what is the price of gasoline going to be? Is our

policy going to continue to be to keep the price of gasoline as low as we can? Or is it going to be to get it up to levels that maybe our European cousins enjoy, which is between $4 and $5 a gallon? Now, that's a pretty draconian increase, I'm aware, but once motor fuel is priced correctly, a whole array of other public and private policies begin to adjust themselves. Fuel conservation would go up. Your automobile manufacturers' miles per gallon for their fleets would go up. Development patterns would begin to become more compact. Alternative fuels would begin to be generated. Transit ridership would go up and parking demands would probably go down.

So if there is one fundamental aspect of an energy policy, I would invite you to look at the cost of gasoline.

Mr. FULLER. Senator Graham.

Senator GRAHAM. Mr. Fuller.

Mr. FULLER. Regarding beautification for scenic values, one thing that Federal legislation could do—and I understand the Administration has a proposal along these lines—it would prohibit new billboard construction along federally-aided highways. And in historic or scenic areas of the country, perhaps the Federal Wild and Scenic Rivers Program could be used as a model for road construction in those area. So something that comes to mind is a problem area such as the Amish country in Pennsylvania, where you have people go there to see the simple Amish and their wagons, and you also have a lot of new highway construction. Some of those same roads that are historically valued are also being used for transportation purposes, with sometimes catastrophic consequences.

In the energy conservation area we would like to support what Wes just said. One thing that I understand has worked fairly well in the D.C. area and some other urban areas around the country is the multi-passenger-only lanes concept, and support for fleet mileage increases in fuel efficiency.

Mr. WATTS. Senator.

Senator GRAHAM. Ben.

Mr. WATTS. Senator, Ben Watts. If I wrote your questions down in the proper order, I'll try to address them.

One is the local comprehensive planning process and how well it is working. In Florida I think it's working very well. It's a bottom-up approach, and I think that if there has been a shortcoming in it, it has been at the top rather than in the effort that the local governments have put in. For example, there are some fundamental questions at the State level that you simply have to answer—like, how are we going to grow as a State, what do we want to look like as a State, is urban in-fill our policy as a State? I think you have to ask those same questions to yourself at the Federal level. What do we want the country to become in 5 or 10 or 15 or 20 years? How do we get there?

I think the Governor now is beginning to address those kinds of questions at our level. I think one of the things that we push hardest for as we look toward reauthorization of the Surface Transportation Act is, ask yourself those questions at the Federal level before you begin to make decisions.

So I think there is a parallel between the State effort and the Federal effort.

I can tell you, as Gary mentioned earlier, yes, we now work with the Department of Community Affairs. We try to make sure that our policies are all consistent. I have to say that if you look at the Clean Air Act, if you look at the Americans With Disabilities Act, I'm not sure that that coordination was developed the same way with transportation policy as we move toward a new Surface Transportation Act. I'm not sure that whoever developed some of those policies and some of those laws had that same horizontal coordination that we have traditionally lacked as a State.

As far as aesthetics, certainly, we have come to realize that we have more to do as a State agency that delivers transportation than solely to deliver it at the cheapest price and solely whatever it looks like. We've become more attuned to that. Your knowledge of the competition, to aesthetically come up with a design for a bridge down at Dodge Island—and later, McArthur Causeway, another issue down in that same area—is certainly an indication that we understand that our job is more than just delivering transportation.

Environmentally, in the 1950's——

Senator GRAHAM. On that subject, what could the Federal Government do to enhance your ability? And are there any restraints in current Federal policy on those issues?

Mr. WATTS. Well, I think, first of all, at the Federal level, the Federal Highway Administration in general needs to understand two things, one in the aesthetics area and one in the environmental area.

First of all, it needs to understand that they can't just look at what they participate in, in terms of a project, as simply the cheapest and the most "economical." There is a price for aesthetic design. There is a price for alternative design to give the people a local option of picking a design. And if they're going to participate in the project, don't come back and tell the State, "Well, we'll participate in all of it except the aesthetic part." Environmentalists are saying, "Wait, traditionally the Administration has taken the role of only doing transportation." For example, "We'll help you build a storm water system, but we won't help you do anything for water quality treatment. We'll detain it if it means we have to handle it from a storm water perspective," but if you're going in and complying with State law, that you've got to hold it a certain amount of time to let heavy metals settle out and so forth, retention for water quality, they have traditionally said, "That's not our problem. You handle that." Here again, the participation ratio is really not 75/25, it's really about 60/40 because of issues like that.

Senator GRAHAM. I might say, those panther crossings that you alluded to on I-75 were paid for 100 percent by State funds.

Mr. WATTS. Yes, sir. For example, bridge links—we have a policy in this State that we simply don't fill in wetlands for bridge links. If there are wetlands associated with a river crossing or whatever, we're going to span the entire crossing. Traditionally, the Federal Highway Administration has said, "You give us a bridge hydraulics report and tell us hydraulically what the length of the bridge has to be, and that's what we'll participate in. If it is more than that for wetlands protection or whatever, State, you pick up that cost."

We have seen changes very recently, but it has not been a long-standing policy. We have begun to see some give on those kinds of issues as we deal with the Federal Highway Administration. But I can tell you that a Federal policy, set in place by the Congress, that says you will recognize that there are objectives other than simply the best hydraulic solution to a bridge crossing issue is certainly our policy and we'll participate in it—that would make it a lot easier for us to proceed with our business.

Senator GRAHAM. Thank you.

Yes, sir, Mr. Larson.

Mr. LARSON. Senator Graham, I'd like to talk just a little bit about the environmental policy of the Federal Highway Administration.

Ben just now mentioned that there have been some changes in the position of the Federal Highway Administration relative to the expenditure of highway funds for environmental purposes. Not too long ago Dr. Larson, our Administrator, put out an environmental policy, which is the environmental policy of the Federal Highway Administration, and it's what we're guided by in project development and in funding highway projects.

This document says two or three things that relate to comments that have been made here earlier. One is that we are to involve resource agencies and the public in highway planning at the earliest possible date. It's very specific on that, and that is certainly a goal of the Federal Highway Administration.

The second is that as highway engineers, we're to look for and take advantage of opportunities to enhance the environment as a highway is designed and constructed.

One other thing that is quite significant and follows up on some of the previous comments is that Federal funds are to be made available for environmental mitigation when we have environmental factors that are considered nationally significant and are impacted by a highway project.

So there have been a number of significant changes in the Federal Highway Administration's policy on environmental impact. It follows this environmental policy that our Administrator, Dr. Larson, recently put out.

Thank you, Senator.

Senator GRAHAM. Yes.

Ben.

Mr. WATTS. Senator, Ben Watts.

Since Mr. Larson——

Senator GRAHAM. You are going to get the final comment on this subject, and then we're going to roll into the fifth topic.

Mr. WATTS. Wonderful.

I think this may be a specific suggestion to you and the committee. For example, Mr. Larson mentioned mitigation. I can tell you, that's not the problem. If the only time the Federal Highway Administration starts participating in mitigation of loss of wetlands—for example, on something that is nationally significant—you can forget it. Every Federal-aid project done in this State, even a widening project or new project or bridge-crossing project, is going to involve some sort of mitigation of loss of wetlands. They don't participate in mitigation of loss of wetlands. They need to. We do. We

recognize the need for it. For example, I support mitigation banking and protective buying. They don't participate in that kind of thing.

Senator GRAHAM. Excuse me. Would you restate that last phrase? You support——

Mr. WATTS. Protective buying and mitigation banking. In other words, we in Florida have had a very difficult time trying to have artificial production of wetlands. In other words, if we destroy five acres of wetlands with a project, we create five acres of wetlands somewhere else. It has not been a very effective environmental tool.

What we have found is that we may well be protecting Florida's environmental present and future by buying up some number of acres of existing wetlands and protecting that forever for the people of Florida. The State has begun to recognize that those kinds of things are important to us. Transportation recognizes that, and we have now begun to participate in those kinds of programs. We need the Federal Highway Administration to recognize that they need to be in those kinds of programs. That's just as much a cost to them as it is to us at the State level.

Senator GRAHAM. This has been an excellent discussion of this topic. It provides a framework for our last topic, which is the need for new transportation goals.

Mr. Larson, is Ms Adams here?

Mr. LARSON. Yes.

Senator GRAHAM. Ms. Charlotte Adams, Director of the Office of Policy for the Urban Mass Transportation Administration in Washington, will make the introductory comments on the new transportation goals.

Mr. Larson.

STATEMENT OF LEON N. LARSON, REGIONAL ADMINISTRATOR, REGION IV, FEDERAL HIGHWAY ADMINISTRATION, ATLANTA, GEORGIA

Mr. LARSON. Thank you, Senator. It's certainly a pleasure to be here at this hearing.

I would like to introduce our division administrator, Jim Skinner. Jim Skinner works with Ben Watts and the staff of the Florida Department of Transportation on a day-to-day basis in the administration of the Federal-aid Highway Program. The Florida Department of Transportation has a very effective program, and the Florida Department of Transportation fully utilizes, in a cost- effective manner, all of the Federal funds that are available through the Federal Highway Administration for use in Florida.

Also, there has been some discussion about how Federal agencies work together. The Urban Mass Transportation Administration has an office in Atlanta. I work directly with that office and, of course, with the Federal Aviation Administration office and also the National Highway Traffic Safety Administration office. So there is that level of coordination at the regional level within the Department of Transportation's Administrations. I recognize that not all of the other Administrations have offices at the field level,

but they do have regional offices where we carry on program coordination.

I think this is a very, very timely discussion of transportation. As has been said, surface transportation legislation is pending, and we definitely have long-range needs and significant transportation needs in America for continued transportation programs. So this hearing can certainly assist in setting a transportation course for the future.

I would like to list a number of objectives—some of them have already been discussed—objectives that the Administration has been looking at, as the new proposal to carry the highway program and surface transportation forward.

One objective, and of course the President mentioned this in his State of the Union message, was the National Highway System. This is designed to give greater positive impact on substantial domestic economic growth and global competitiveness. It's a National Highway System that would be significantly larger than the Interstate system that we know today.

Also, one of the objectives of a continuing highway program would be to provide stability and growth in Federal funds and provide an increased obligation level, increased from what we've had in the past. Of course, this would go toward the objective of utilizing Highway Trust Fund money that has been collected for highway and other transportation purposes.

Another objective is to ensure that there is greater State, local, and private involvement in meeting transportation needs.

Another objective is a five-year bill which would provide stability for long-range State transportation planning efforts.

Structures and bridges—that's a very important element, and that is also an objective of the transportation legislation that has been under development.

Another point that we just finished discussing is that new legislation for transportation should support and promote environmentally sound and more energy-efficient surface transportation.

Safety is another item that has been mentioned briefly today. We have to provide longer-lasting and safer facilities, and we have to provide greater congestion relief. Toward this end, we would be looking at increasing research and development activities. This represents a continuing increase over what we've had this year and a more aggressive effort to deploy new technology.

Another objective would be to increase motor carrier productivity by advancing an expanded national system, by continuing deregulation efforts, and by relief from burdensome paperwork.

Those are some of the basic objectives of the program that the department has been working on as the new legislative package is developed. We are hopeful that this new proposal will be announced soon. I think that meetings like this, and information that can be gathered like you're gathering it here today, Senator Graham, will be very helpful as we move forward with this new program.

I have a prepared statement that I've made available to your staff. I thank you for this opportunity to be with you today.

Senator GRAHAM. Thank you very much, Mr. Larson.

Ms. Adams.

STATEMENT OF CHARLOTTE M. ADAMS, DIRECTOR, OFFICE OF POLICY, URBAN MASS TRANSPORTATION ADMINISTRATION, DEPARTMENT OF TRANSPORTATION

Ms. ADAMS. I, too, am very pleased to be here, Senator, and to have the opportunity to meet with you and this group on behalf of the Urban Mass Transportation Administration and Brian Clymer, our administrator, to discuss in general terms the transit portion of the surface reauthorization proposal, because as Leon said, it is pending.

We recognize the issues of national importance that have been raised here this morning. I also want to say that we believe that the opportunity is ripe to make operational many of the principles that were contained in Secretary Skinner's National Transportation Policy that was announced last March. Let me mention three of them: strengthened local decision- making, funding flexibility, and as we heard here this morning, less rigid categorization of Federal programs, which allows access to a greater pool of funding.

If you could say what UMTA's mission is in one sentence, it is to provide assistance to State and local agencies for planning, and the provision of urban mass transit in urban, suburban, and rural areas. We have been doing this through a combination of formula and discretionary grants to State and local agencies.

The reauthorization proposal will continue to include this basic approach. We have been doing it for 25 years and it seems to be working well, so we don't contemplate any changes to that basic structure.

Although we believe that the structure is sound, our reauthorization proposal will address the need for a more stable and reliable Federal funding source upon which local authorities can base investment decisions.

Our fiscal year 1992 budget request reflects this change by proposing that a majority of our funding be distributed by formula to address the equity issue that was raised here this morning by Secretary Watts, and also is contained in the AASHTO 2020 report.

However, we believe recipients of our funds should have more flexibility in the use of those funds through Federal programs to assist them in developing their programs and their projects, to apply Federal funds where they can be most effective, based on local priorities. As Bryan Clymer, our administrator, likes to say, "An area doesn't have highway problems over here and transit problems over there. They have mobility problems all over the region." As we also heard through our National Transportation Policy Outreach, local areas shouldn't be constrained by biases coming from the Federal level. So we would like to see much more flexibility provided for those programs with the barriers down in terms of our requirements on funding categories.

We think this flexibility will allow local authorities to make their decisions based on local needs and not on rigid Federal categorizations.

In addition to that, we think States should have greater flexibility for the programs delegated to them to manage. These include the section 9 formula program for areas under 200,000; the section 18 program for rural areas, and our section 16(b)(2) program for the

elderly and handicapped. We would like to allow the States to be able to use those funds in the manner that they see fit. Right now they can use sections 9 and 18 interchangeably. We'd like to give them greater flexibility among all three programs.

As I mentioned, the 1992 budget request proposes a substantial increase in the distribution of formula funds. We propose that the formula remain the same, which—as Sharon mentioned earlier—is population, population density, and bus and rail miles. Formula funds from the mass transit account would permit local authorities to make decisions based on a predictable funding source. At the same time, however, our 1992 proposal recognizes the need for a discretionary new starts program as well, and funds were specifically set aside for major capital investments in the 1992 budget. This is the first time in a long time that that has happened.

Such projects, as under current law, would have to be cost-effective and supported by an acceptable degree of local financial commitment. We are pleased to recognize that the State of Florida has recently instituted its own policy, which is very similar to our new starts policy.

We also recognize the importance of two very important pieces of legislation, and they are the Clean Air Act and the Americans With Disabilities Act. We believe reauthorization will be designed to implement both of the through our formula and discretionary programs.

In terms of transit and its relationship to economic growth, there has been debate, of course, but the secretary's National Transportation Policy reemphasized that concept. I think you'll see us getting back into impact studies—not just in terms of forecasting ridership on new starts, but as a contributor to productivity and economic development. Here you also see us encouraging market-oriented strategies such as our emphasis on regional mobility, our joint development program, our public-private partnerships.

We have encouraged the involvement of the private sector for a number of years. That's a section of our act that has been in there since 1964, sections 3(e) and 8(e), which require us to encourage local private participation to the maximum extent feasible. That's not just in financing, but in the provision of service as well.

We are looking for innovative ways to make transit funds go further in the area of financing. Let me mention one initiative that is not directly related to legislation but is an example of how we are looking within to find more creative ways to leverage our funding. We call it cross-border leasing, or offshore leasing. You might have heard about it. It's similar to the safe harbor leasing that we had a few years ago. It allows a grantee to sell their assets to a foreign country, lease them back; the foreign country takes the tax break and shares the resource with our grantee. That money then stays with the grantee, to be used for transit services. It does not have to go back to UMTA or the Treasury.

Our 1992 budget also proposes to increase funds significantly for transportation planning and research. Again, this would be the first time in a long time that we have taken a proactive stance in the area of research.

So let me summarize what I've said, and that is our intent with our reauthorization proposal. We will address five major goals.

Those are that we will maintain our existing program structure, both formula and discretionary; and because our goal for quite some time has been to provide greater stability and reliability as the Federal source, we propose increased use of the trust fund.

Our 1992 budget recognizes the need for new capital investments. Intermodalism is seen throughout in terms of matching ratio and flexibility among our funding, and our emphasis on capital investment and research and planning.

That concludes an abbreviated version of my remarks. I have copies of my formal statement and would be happy to answer any questions. Thank you very much.

Senator GRAHAM. Thank you, Ms. Adams.

Comments? Yes, Mr. Watson.

Mr. WATSON. I apologize. I have an airplane to catch shortly.

One thing I understood was in the proposal which Ms. Adams did not mention is that they are anticipating phasing out, or even outright precluding, operating assistance for areas which have over 1 million persons in them, which would have the effect of prohibiting those kinds of funds going to Dade County and to Broward County. Public transportation is in the business of hauling people, not like roads, which also haul people as well as freight and other cargo. It doesn't make a lot of sense to us to prohibit a key form of funding to areas in which there are the most people and in which the public transportation is primarily needed.

So we would certainly oppose that provision. I think I can tell you that all population areas in Florida would rise in support of opposing that provision, for precluding areas of over 1 million people from receiving operating funds. Obviously, once that's done, then next will be not having operating funds for areas over 500,000, and finally it will all be gone entirely. So on that one point, we certainly do oppose that provision.

Senator GRAHAM. Any other comments? Yes, sir.

Mr. SMITH. Yes, Senator, Charles Smith.

One of the comments that was made in the last set of speakers was the idea of high technology. We were very active in Florida, working with Senator Moynihan's efforts on MagLev, and of course that is a transportation technology that certainly is possible for application in Florida, and is going to be one.

But I think more importantly, I think it offers an opportunity for the U.S. to somehow get back in the business of building and manufacturing the high tech transportation systems, whether they be transit cars, whether they be MagLev systems, whether they be "smart car" technology, whatever it is. I think we have a great opportunity to get out front and begin to recapture from the foreign governments some of the ability to sell these systems. It's unfortunate, but I think just about every transit agency in the country has to go to foreign manufacturers to find rolling stock, yet this country 40 years ago was the leader in buses and transit cars and rail cars. We have no, or very few, facilities like that. I think in the transportation policy at the Federal level and in the funding programs, some effort to redress that, to reestablish those kinds of industries in this country, to try to establish some of the research and development activities that are necessary with some of the new technologies—and MagLev is often held up as an example,

where we started it back in the 1960's; we stopped funding it at the Federal level; it then went to Germany and Japan, and here we are, in the 1990's, going back there to buy these technologies or to consider acquiring them, when we were originally inventing them.

So my point is that it is really an economic technology opportunity, and Florida certainly has demonstrated its ability to get out front and try to attract these new industries; not only for transportation, but also to increase our own jobs, the high tech industry, economic development.

Senator GRAHAM. I agree with that. I might just add that I think this should cause us to think in some different perspectives about who will be designing and developing that material. As an example, I think there is a much better chance that Boeing and McDonnell will develop the Magnetic Levitation train than a company that we now think of as a train manufacturer. With the potential transition of a significant amount of our defense capacity to nondefense purposes, this may be a time of opportunity for some of those technologically proficient firms to see opportunities in areas that previously had not been on their computer scopes.

Yes, Mr. Brosch.

Mr. BROSCH. Senator Graham, one of the good news items to us in the Administration's proposal is that both the Federal Highway Administration and UMTA have decided to dedicate significant new funds for research. We believe that this country, not just in the area of transportation but in all areas, is seriously underinvesting in research and development. You only have to look at the fact that last year, the United States Patent Office for U.S. patents awarded 46 percent of those U.S. patents to foreign firms.

In the area of transportation we are also seriously underinvesting in research and development, and they are doing a great deal towards helping that. The bad news is that that same bill is going to earmark a substantial portion of those research funds to go to 10 universities that had transportation programs existing before the year 1983. That specific earmarking of 10 of those centers to university programs that existed before 1983 would obviously preclude us, a new center with significant new State funding and significant local initiative, from participating in that.

They are proposing 13 different centers, 10 of which are proposed to be earmarked. We hope that in those remaining three, Florida and the Center for Urban Transportation Research will be rewarded for our efforts, and that we will get one of those.

Senator GRAHAM. Any other comments?

[No response.]

Senator GRAHAM. I think that during the course of the first four topics, we surfaced a lot of issues that relate to this final topic, new direction.

If there are no further comments on this specific item, I think we had some people in the audience who had indicated a desire to make statements. Do we have a list?

Mr. Brian Smith, executive director of the Pinellas County MPO, speaking for the State Association of MPOs, if you would just like to come up to the table and sit behind one of these microphones.

In order to facilitate the next speaker—I know Mr. Hadley had indicated that he wanted to speak; Mr. Hadley, if you could be

ready to speak next? Just come to the table and present your statement after Mr. Smith.

Mr. Smith.

STATEMENT OF BRIAN K. SMITH, EXECUTIVE DIRECTOR, PINELLAS COUNTY METROPOLITAN PLANNING ORGANIZATION

Mr. SMITH. My name is Brian Smith, and as you pointed out, I am the executive director of the MPO in Pinellas County. I'm here to make just a couple of comments on our MPO.

The State has established a State Association where all the MPOs throughout the State are now in one group, an informal arrangement where we each have a member sitting on the State-wide organization.

The first point, though, is to underscore the fact that you are questioning how to manage the system and how to basically be responsive to decision-making. You do have a process in place where every urban area has what they call an MPO, which is a group of locally-elected officials sitting as a group on a public forum basis, making a lot of policy decisions which then the local governments use and which the State Department of Transportation uses.

I'd like to point out that that is a process that has worked fairly well. One of the important things about the reason it has worked so well is that the group isn't committed to one particular mode, but is free and open in its thinking. To give you an example, when they are looking at a highway that should be put in, they are not necessarily fully committed to "this highway has to be there" or that it has to go in at all. They will also look at other alternatives as well, and therefore our MPO and others around the State have sometimes made hard decisions, saying, "We need to put this road in right here with X number of lanes," and at other times they have decided, "No, we're not going to put this road in."

That makes a characteristic difference from a typical expressway authority or other type of group, and therefore they can make these hard decisions. But then they also know, if they decide against the road, that they need to document it and say, "Well, what should we do to solve the transportation problem?" and they have another mode that they can look at. In this case, at several times we have looked at other local roads, or putting additional lanes on another road.

You also have the MPOs looking at other modes that haven't been talked about too much today—for instance, the pedestrian and the bicycle—so that in Pinellas County we are looking at a transportation package to go forward with the sales tax. We have a one cent sales tax in Pinellas County. That's several hundred million dollars' worth of transportation programs and projects that we want to bring forward.

We found that there was a lot of public interest, not specifically in the highways, but also in pedestrian and bicycle movements, and therefore as part of our package we put in approximately a little over $10 million worth of improvements to a bicycle path that would run from the St. Petersburg area clear through to Tarpon Springs, taking advantage of the abandoned Seaboard Coast Line. This was done not just for recreation purposes, but also for work

travel and social travel. It's about a 30-mile stretch that goes through all the major downtowns in our county, and it's a free passage.

One of the things we came up against, people argued against it and said, "How are pedestrians or bicycles going to cross the major roads?" Therefore, that was an obstacle to the project. Our MPO said, this is policy; this is something we want to do. We don't have the answer yet, but we're going to go ahead with the project anyway. What we're doing now is fly-overs of those various areas, and they are costing several hundred thousand dollars at each point to do the fly-overs. Again, this is a commitment of $10 million to $12 million to run through the urban areas.

The point I'm making is that you do have these groups, like MPOs, who are willing to look at these various other means of alternatives for moving around in the urban area. And, of course, they are focused on urban areas.

I'm not saying that we'll take all these trips off the highway network and put them on bicycles, but it does give people an additional mode of travel.

One of the other things it does do is provide some level of pleasure and some level of acceptance, being in an urban area, that you can travel around the urban area without necessarily always being on a highway. That seemed to be a big point.

Another thing that our MPOs get into, for instance, in the transit area there have been questions about the large bus and having the public not all accepting the large bus. We had a running debate with our transit agency in our area, trying to convince them to use smaller buses, which seem to be a lot more acceptable to the public and in which the public was much more interested. We now have several new grants going through UMTA to basically get into the smaller buses.

One of the things you therefore find is that the group is then looking from the user side. What things can be done differently to make things work? For instances, small buses; hopefully, we're finding that people can use the transit system more acceptably.

One key point, just for a footnote, on the bicycle path thing was that our sales tax passed by about 400 or 500 votes. So considering how many hundreds of thousands of people were voting, that was not necessarily a strong mandate; but one of the main things that made the referendum pass was our bicycle path project, not our highways or a lot of the other things that you would normally think would have made the package go forward.

So the MPO does look at all these other modes. We've developed a very good partnership with not only the local governments in our area, but also State DOT. We have found the State DOT very agreeable to working with us in a lot of these new initiative areas, but was somewhat constrained when it came around to the Federal guidelines, as Ben Watts pointed out. Basically, one of the things we would like to have as an opportunity is this. The MPOs, you can see, are getting into these new fringe areas where, you could argue, they don't have authority. It would be nice to have some authority to at least not prevent us from getting into some of these areas. As an example, when a highway is put in, we basically work to protect the access or limit the access along these roads through land use

management. It would be nice to be sure that not only the State DOT but the MPOs were not prevented from working in those kinds of areas to preserve the capacity of those highways as they're built.

All the MPOs throughout the State have established themselves very well. The State began to recognize that and said that when they were developing their new State transportation plan, they wanted a committee of these various MPOs to work with them. Hence the Florida law now has established—several years ago—the State Association of MPOs. We meet every several months to basically review what the State DOT is doing and make recommendations.

We are therefore now working with the State DOT on the new act you're working on now, and basically developing recommendations on that. The State Association of MPOs has passed a resolution to forward specific recommendations to you. I'll kind of hit those real lightly for you, and then we'll follow up with a more detailed resolution.

But the four key points are:

There is a need to address urban needs as part of the National Highway System. That was an important point because at this point the discussion had focused an awful lot on connecting urban areas or on the rural aspect of things. When you look at the National highway network, it is basically a blank when you hit each urban area. We feel that the urban areas ought to be part of that network.

The second point is that the National Highway System designation and Federal funding should be decoupled or separated a little bit so that your categories aren't tied just to the system. They're really two separate subjects, how the money is worked out, and then what is recognized as a highway system, nationally.

The third point is that there should be urban flexibility as well as modal flexibility. That is, more funds should be contained in a flexible category and turned over to urban areas. In an accompanying breakdown—and we do come up with some specific recommendations—a 50/50 split between the urban category and the National highway category. But our main point was to basically provide some flexibility. Start out with some initial guidelines, and then out of that 50/50 split have a 20 percent variation that the State DOT can then work with.

The last point, there should be proper consideration of funding needs for not only the planning that we're getting into with all these new avant garde areas, but also I guess we need to be responsive to the Clean Air Act and what that's coming on line with. There are going to be a lot of things we'll have to do there. We will need some funding support for that. We will need flexibility to use existing funding in those areas.

These are the four recommendations. We did pretty much develop them in sync with the State DOT office, so we do feel that we're pretty much in harmony with their position.

I guess that pretty much concludes my comments.

Senator GRAHAM. Thank you very much, Mr. Smith.

Mr. Hadley—did you want to comment, Mr. Watts?

Mr. WATTS. No, sir.

Senator GRAHAM. Mr. Hadley, if you would just come and take a chair, and as soon as Mr. Watts finishes, we'll look forward to hearing from you.

Mr. WATTS. No, sir, I just have to leave, Senator, to get to the summit for a 1:00 o'clock presentation. I just want to thank you for your presence and your interest and your support as we try to get a good highway bill out of here.

Senator GRAHAM. Thank you very much.

Before people start to leave, I want to thank the staff of the committees who have worked hard to set up this workshop, and also Juliana Walsh of our office in Washington, who is the principal transportation legislative analyst in our office. I want to thank all of them for their great help.

Mr. Hadley is the president and business agent for the Amalgamated Transit Union in Tampa.

STATEMENT OF MICHAEL G. HADLEY, PRESIDENT, AMALGAMATED TRANSIT UNION, LOCAL 1593

Mr. HADLEY. Thank you, and it's a pleasure for me to be here.

Amalgamated Transit Union, based in Washington, D.C., is one of the largest unions that represents public transportation. But I would like to emphasize that this is not a labor or management issue. It's a commitment to the community, the people who depend on public transportation. For thousands of people in our communities, it's a way of life. It's the only way. When we wake up in the mornings, sometimes there's a choice of whether we're going to take the big car or the small car, but for the millions of people who go through those doors there's no choice.

In weighing all the facts that I've heard, sensitivity—I've heard little about those people who depend on public transportation. I would like to see safeguards on how money is spent that is coming to public transportation. There is a lot of wasteful spending that comes into public transportation. There must be some safeguards in place to put priorities on how this money is spent.

My last point—and at this point I'd like to pass out some pictures to the panel—is privatization. Again, we need some safeguards to protect the public from companies that come in and make fraudulent claims of savings of the taxpayers' money by privatization. In Miami, certain lots were contracted out. The people who provided that service made over a million dollars, and in six months' time, service had declined. Ridership was down. Revenue was down.

So here's the equipment—the pictures that I'm showing you. This is the result of this company turning the equipment back to Metro, damaged. Some of the damaged parts can't be repaired.

So I think these are the things we need to weigh and look out for before we make these types of commitments and ventures into these avenues, to see if there are really savings to the community. To me, a moral commitment is more important than a dollar commitment.

Thank you.

Senator GRAHAM. Thank you very much, Mr. Hadley.

Is there any other member of the public who would like to make a statement?

[No response.]

Senator GRAHAM. Do any of the panelists have any concluding statements to make?

[No response.]

Senator GRAHAM. If not, I want to thank each of you for your very generous commitment of time and thought to this session. I am going to go back with a notebook full of your ideas and the thoughts that they have generated. I look forward to working with each of you over the next several months and beyond as we shape this legislation in a way that will meet national goals for the decade and the century to come with special sensitivity to a State that is going to be playing a major role in determining what that future will be, which is our State of Florida.

Thank you very much, and best wishes.

[Applause.]

[Whereupon, at 12:07 p.m., the subcommittees were adjourned, to reconvene at the call of their respective Chairs.]

[Statements submitted for the record follow:]

CITY OF TAMPA

TAMPA All-America City 1990

SANDRA W. FREEDMAN
MAYOR

EXECUTIVE OFFICES

February 11, 1991

The Honorable Bob Graham
U. S. Senator
241 Dirksen Senate Office
Building
Washington, D.C. 20510

Dear Senator Graham:

Welcome to Tampa. I regret that I am unable to be with you today at this joint field hearing. We appreciate your scheduling it and value this opportunity to advise The Transportation and Infrastructure and Housing and Urban Affairs Subcommittees of our Transportation concerns. I commend you, Chairman Moynihan and Chairman Cranston for your interest in our needs.

Throughout the day we expect that you will hear of a good number of issues. Your letter inviting me to this hearing requested feedback in a variety of suggested areas. My staff has communicated with several of your scheduled speakers and is satisfied that our concerns in these areas will be addressed. An enhanced Transportation system is a priority in our fast-growing region. However, I must call to your attention the most pressing Transportation challenge confronting West Central Florida at this time: Interstate Reconstruction.

Absent timely reconstruction funding, our Growth Management plans fall apart. The concurrency implications affect every jurisdiction in the corridor. Our economic well-being is dependent on Interstate Reconstruction. We cannot overstate the importance of this issue.

We join our business leaders and others in our Transportation partnership in calling this to your attention. We stand ready to meet with your Senate colleagues and staff as you deem appropriate. Secretary Ben Watts and District Assistant Secretary Bill McDaniel, have made this a top priority as have our Bay Area MPO's.

Thank you.

Sincerely yours,

Sandra W. Freedman

Sandra W. Freedman

FLORIDA **DEPARTMENT OF TRANSPORTATION**

LAWTON CHILES
GOVERNOR

605 Suwannee Street, Tallahassee, Florida 32399-0450

BEN G. WATTS
SECRETARY

Testimony of
Ben G. Watts, P.E.
Secretary of Transportation
Florida Department of Transportation
605 Suwannee Street, MS 57
Tallahassee, Florida 32399-0450
(904) 488-6721

before the
Water Resources, Transportation, and Infrastructure Subcommittee
Committee on Environment and Public Works
and the
Housing and Urban Affairs Subcommittee
Committee on Banking, Housing and Urban Affairs
United States Senate

Tuesday, February 12, 1991
Tampa, Florida

Thank you for the opportunity to be with you today in order to present testimony on behalf of the Florida Department of Transportation (DOT) concerning the future of the Federal-aid Surface Transportation program.

At the outset, I wish to welcome members and staff of the Water Resources, Transportation, and Infrastructure Subcommittee and the Housing and Urban Affairs Subcommittee to Florida. I commend Senator Graham for persuading these two important Subcommittees to conduct this hearing in Florida. During the upcoming reauthorization of the Surface Transportation Act, the needs of all states must be addressed equitably. We are hopeful that today's hearing will serve as a vital step toward achieving this goal.

The Federal-aid surface transportation program has had a profound affect upon life in America. Since its origin in 1916, and particularly with the creation of the Interstate Highway system in 1956, the Federal-aid highway program has been vitally important to this nation. Likewise, the federal involvement in transit programs, which began in 1964, has proven to be essential to the preservation of public transit service throughout the country. Yet, as apparent as the Surface Transportation program's benefits may be, equally evident are it's current limitations.

International events over the past year have demonstrated that the world is changing rapidly and the U.S. must change with it. If we want to maintain our standard of living and compete in the global marketplace, then we need innovative thinking to modernize the national transportation program.

Today, my comments will be directed towards three major problems with the current Federal-aid transportation program of relevance to Florida and the nation.

But before I begin, I must comment on the recent "draft" Federal Highway Administration (FHWA) reauthorization legislation which my office has seen. First, I applaud the Administration for recognizing the urgency of our national transportation needs and getting the legislative process off to a good start. Additionally, some portions of this draft bill, such as program restructuring concepts similar to those we have recommended, are welcomed.

Unfortunately, certain aspects are so objectionable that I am compelled to refute them here and now. Specifically, I am referring to financial provisions included in the bill affecting the allocation formulas and the federal/state matching ratios. I'll confine my remarks today to the allocation formula issue.

The FHWA's formula would apportion funds based on the following formula: 70 percent motor fuel consumption, 15 percent public road mileage, and 15 percent land area. In addition to these factors, a "low density adjustment" would be included.

Quite frankly, this formula hurts Florida in three ways. While the formula which Florida has developed with several other states accounts for the "extensiveness" of the highway network, the "intensity" of its usage and recognizes heavy truck activity, this formula gives unfair consideration to extensiveness <u>three</u> times. Public road mileage, land area and a low density adjustment are all indicators of the network's extensiveness, and therefore, this triple consideration penalizes states like Florida.

The fact that land area is included is particularly ironic when one considers recent comments made by some FHWA officials about the need to update antiquated formula factors, such as rural postal route mileage. Indeed, a 1986 General Accounting Office (GAO) report found that postal route mileage, an apportionment formula factor which is still in use today, is unrelated to either the extent or use of the highway network. However, this same report also found that land area had no real connection with the highway network, and yet the FHWA proposes to continue to use this factor.

The bottom line to all this is that although Florida does not get a fair return on its Trust Fund contributions <u>now</u>, if the FHWA proposal is enacted -- without at least a 90 percent Minimum Allocation -- then Florida would do even <u>worse</u> in the future. We look to you in Congress to correct these shortcomings and pass new landmark legislation as soon as possible.

Now, shifting back to the major problems we see with the current program, they are:

1.) inadequate federal transportation funding,
2.) a rigid and complex federal transportation program, and
3.) an insufficient return on Highway Trust Fund contributions.

Seeking to address these three basic problem areas, the Florida DOT has made recommendations in a brief report entitled "Transportation 2020: Ideas for the 21st Century... Florida's Future Depends On It." This report makes recommendations and provides a rational justification for each.

It is important to recognize that these recommendations were developed in concert with many other state transportation officials, and not merely within the narrow scope of Florida's geographic limits. These recommendations are:

First: **Raise** transportation funding over a period of years by reducing the $17 billion balance in the Federal Highway Trust Fund.

The existing anti-deficit provision of the Trust Fund, known as the Byrd Amendment, will ensure that spending down the uncommitted balance of the Fund will not jeopardize its financial solvency.

Second: **Restructure** the overall federal transportation partnership and program to use more efficiently whatever level of federal funding is available.

We firmly believe that the 60 or more current Federal funding categories should be consolidated into a more focused and greatly simplified program. In fact, the Florida DOT joins the American Association of State Highway and Transportation Officials (AASHTO) in advocating a two-tiered surface transportation system.

The first tier is a highway "system of national significance." This system would be designed to meet the principal interstate commerce and mobility requirements of the nation.

The second tier is a "flexible" highway program. This element is intended to give state and local governments the flexibility to meet their distinctive highway needs. The focus would be on urban mobility, suburban commuting, rural access and modal interlinks. Additionally, an emphasis on the use of broadened transportation options, such as increased pedestrian and bicycle utilization, could be incorporated within this flexible program.

Third: **Revise** the current formulas which disperse transportation funds to the states to more accurately reflect today's needs, and provide greater equity in returning tax payments to the states where they are collected.

Having traditionally paid significantly more into the Highway Trust Fund than we received back, the Florida DOT believes it is time for a program which addresses the needs of all states by providing a fairer return on Highway Trust Fund contributions. Accompanying my testimony today is a paper illustrating "Florida's Return From Its Federal Highway Investment." This sheet clearly reveals just how little Florida receives when compared to its Trust Fund contributions, and exposes the myth that the 85 percent Minimum Allocation supplement guarantees 85 cents back on every dollar.

Because allocation formulas direct the distribution of transportation money, they are the key to the entire program. Therefore, we support AASHTO's recommendations for revised Federal funding formulas. Florida and several other states have also advanced the AASHTO process by advocating a specific allocation formula. The short "white paper" entitled "Federal Highway Financing, 'Who Gets What'," included with my testimony, provides further explanation of this recommendation.

While we do not claim to have arrived at the "perfect" formula, our formula does provide a rational and equitable method for distributing Federal Highway Trust Fund dollars. In order to arrive at an objective definition of "equity" Congress may wish to review the levels of Minimum Allocation (MA) funds in any of the proposed formulas.

We believe that those formulas which reduce the number of MA states and the total cost of the MA supplement should be logically viewed as being more equitable.

Although formulas proposed by some states would cut the number of MA states about in half and reduce the cost to the $300-$500 million range, our formula would leave only two MA states with a cost of less than one-half million dollars. In our opinion, such a formula should clearly be considered "equitable."

Of course, any new formula falsely invites the question of who wins and who loses. We, in Florida, recognize the need for a nation-wide program that seeks to protect the interests of all states, including sparsely populated states. For that reason, Florida has endorsed two specific provisions adopted by AASHTO through its consensus-building process known as Transportation 2020. These two ideas are:

1.) a "hold harmless" provision guaranteeing that every state would receive at least as much in total federal highway funding under the new program as it did the last year of the old program, and;

2.) the related concept that each state, including those "held harmless," would enjoy some share of total federal highway funding growth.

Looking to the future we must design a new Federal-aid program to match the exciting challenges of the 21st Century. To meet the needs of tomorrow, we must have the same kind of boldness that was present in 1956 when the Interstate Highway System began. A short-term, band-aid approach of "patching up" the current programs simply won't be able to move us into the next century.

We ask you to consider our recommendations and look forward to working with you and your staff to enact these proposals into law.

Thank you again for the chance to present testimony here today.

AAA CLUBS OF FLORIDA
TESTIMONY BEFORE THE
WATER RESOURCES, TRANSPORTATION AND INFRASTRUCTURE SUBCOMMITTEE OF THE
ENVIRONMENT AND PUBLIC WORKS COMMITTEE
AND
THE SUBCOMMITTEE ON HOUSING AND URBAN AFFAIRS OF THE
BANKING, HOUSING AND URBAN AFFAIRS COMMITTEE

THE AAA CLUBS OF FLORIDA, COMPRISED OF AAA AUTO CLUB SOUTH, HEADQUARTERED IN TAMPA AND AAA FLORIDA, BASED IN HEATHROW, APPRECIATE THIS OPPORTUNITY TO COMMENT ON THE IMPORTANT REAUTHORIZATION OF THE FEDERAL HIGHWAY PROGRAM.

WITH NEARLY TWO MILLION AAA MEMBERS IN THE STATE OF FLORIDA, WHOSE HOUSEHOLD MEMBERS OWN AND OPERATE MORE THAN TWO MILLION MOTOR VEHICLES, WE HOPE TO ENSURE THAT THIS REAUTHORIZATION YIELDS A HIGHWAY SYSTEM THAT IS SAFER, MORE CONVENIENT AND MORE COST-EFFECTIVE FOR ALL MOTORISTS.

TWO BASIC BUT SIGNIFICANT FACTS SHOULD BE CONSIDERED REPEATEDLY THROUGHOUT THE REAUTHORIZATION PROCESS.

FIRST, AMERICANS AND OUR ENTIRE ECONOMY DEPEND HEAVILY ON CARS AND OTHER MOTOR VEHICLES. WHETHER FOR BUSINESS OR PLEASURE, WE RELY DAILY ON THE FREEDOM OF MOBILITY AND FLEXIBILITY AFFORDED BY OUR CARS.

SECOND, WE NEED TO KEEP IN PERSPECTIVE THAT AN EFFECTIVE TRANSPORTATION PLAN MUST ADDRESS PEOPLE'S NEEDS, EMPHASIZING POSITIVE INCENTIVES AS OPPOSED TO PUNITIVE MEASURES.

WITH THIS FRAMEWORK IN MIND, I WOULD LIKE TO BRIEFLY ADDRESS THE FOLLOWING AREAS TODAY:

1. THE HIGHWAY PROGRAM IN GENERAL, INCLUDING FUNDING AND EXPANSION
2. THE ISSUE OF TRAFFIC CONGESTION ON OUR ROADWAYS
3. SMART CARS/INTELLIGENT HIGHWAYS
4. TRAFFIC SAFETY IMPLICATIONS
5. TRUCK SAFETY CONCERNS
6. TOLLS AS A MEANS OF HIGHWAY FINANCING
7. HIGH SPEED RAIL

HIGHWAY PROGRAM IN GENERAL

THE HIGHWAY SYSTEM IN FLORIDA AND THROUGHOUT THE COUNTRY HAS BEEN SUCCESSFUL IN HELPING AMERICANS MEET THEIR TRANSPORTATION NEEDS. MOTORISTS HAVE INVESTED BILLIONS OF DOLLARS IN THIS SYSTEM FOR DECADES AT THE FEDERAL, STATE AND LOCAL LEVELS.

WHILE THE SYSTEM IS AT OR NEAR CAPACITY, WE STILL HAVE AN EXCELLENT FOUNDATION ON WHICH TO BUILD. THE AAA CLUBS OF FLORIDA FAVOR THE EXPANSION OF OUR CURRENT HIGHWAY NETWORK. PRIORITY SHOULD BE GIVEN TO BUILDING THESE ROADWAYS TO SAFE DESIGN STANDARDS INHERENT WITH THE INTERSTATE HIGHWAY SYSTEM.

WHERE NEW CORRIDORS ARE NECESSARY, THESE SHOULD BE LAID OUT IN SUCH A WAY TO MINIMIZE THE NEGATIVE IMPACT ON ALL PARTIES AND CONCERNS INVOLVED. WE SHOULD ALSO FOCUS ON EXISTING CORRIDORS OF PRIMARY AND SECONDARY U.S. AND STATE HIGHWAYS, WITH AN EYE TOWARD UPGRADING THESE FACILITIES TO NEAR-LIMITED ACCESS STANDARDS. THIS REDUCES RIGHT-OF-WAY AND ACQUISITION COSTS, AND MAXIMIZES THE POTENTIAL OF EXISTING CORRIDORS.

MORE BYPASSES AROUND CONGESTED URBAN AREAS AND OUTER BELTWAYS, WHERE FEASIBLE, WILL KEEP INTER-CITY AND INTERSTATE TRAFFIC FLOWING WHILE NOT CONTRIBUTING TO THE LOCAL PROBLEMS OF TRAFFIC CONGESTION.

WITHOUT PROPER HIGHWAY FUNDING, OF COURSE, THE AFOREMENTIONED PLAN CAN NOT BE IMPLEMENTED. WITH THIS IN MIND, THE AAA CLUBS OF FLORIDA HAVE SEVERAL RECOMMENDATIONS.

FIRST AND FOREMOST, SPEND DOWN THE BALANCE OF THE FEDERAL HIGHWAY TRUST FUND. TAX REVENUES AND INTEREST INCOME HAVE YIELDED A CURRENT BALANCE OF $17 BILLION. THIS MONEY IS DESPERATELY NEEDED TO RESTORE AND ENHANCE OUR ROADWAYS. THESE FUNDS MUST ALSO BE RELEASED TO HELP RESTORE PUBLIC CONFIDENCE IN THE BASIC USER-FEE CONCEPT. THIS CONFIDENCE HAS ALREADY BEEN DAMAGED BY THE EARMARKING OF A PORTION OF THE NEW FEDERAL GAS TAX FOR THE PURPOSE OF DEFICIT REDUCTION. THIS WITHHOLDING AND DIVERSION OF TAXES PAID BY MOTORISTS MUST NOT BE ALLOWED TO CONTINUE.

SURVEYS CONDUCTED FOR THE AAA CLUBS OF FLORIDA HAVE CONSISTENTLY SHOWN THAT MOTORISTS ARE WILLING TO PAY MORE IN GAS TAXES, PROVIDING THAT THE REVENUES ARE DEDICATED AND USED FOR HIGHWAY PURPOSES. IN OTHER WORDS, THEY WANT TO KNOW THAT THEY'RE GETTING WHAT THEY'VE PAID FOR.

A 1990 AAA CLUBS OF FLORIDA SURVEY, CONDUCTED BY SUNCOAST OPINION SURVEYS OF ST. PETERSBURG, SHOWED THAT 88% OF AAA MEMBERS WANT THEIR GAS TAXES USED FOR HIGHWAY PURPOSES ONLY. 82% WOULD VOTE FOR A FLORIDA CONSTITUTIONAL AMENDMENT TO GRANT THAT ASSURANCE.

TRAFFIC CONGESTION

THIS IS ONE AREA THAT IS OF OBVIOUS INTEREST TO THE AAA CLUBS OF FLORIDA, SINCE OUR MEMBERS REPRESENT NEARLY ONE-FOURTH OF THE ADULT DRIVING POPULATION IN THIS STATE.

HINDSIGHT IS OFTEN BETTER THAN FORESIGHT, BUT WE CAN LEARN FROM OUR MISTAKES BY EMPHASIZING BETTER PLANNING, WHICH MEANS MORE REALISTIC PLANNING.

IN ADDITION TO EXPANDING THE CAPACITY OF OUR HIGHWAY SYSTEM TO REDUCE CONGESTION, WE MUST NOT FORGET THE BENEFITS THAT CAN BE DERIVED FROM SOME VERY BASIC ENGINEERING AND PLANNING CONCEPTS, INCLUDING COMPUTERIZED/SYNCHRONIZED TRAFFIC SIGNALS, CAR AND VAN POOLS AND STAGGERED WORK HOURS. PUBLIC TRANSPORTATION IS A VIABLE ALTERNATIVE AND NECESSITY FOR SOME, BUT SHOULD NOT BE IMPOSED ON COMMUTERS, NOR SHOULD MOTORISTS BE INTIMIDATED INTO USING PUBLIC TRANSPORTATION, OR NOT USING THEIR MOTOR VEHICLE - BY IMPOSING UNFAIR DISINCENTIVES, SUCH AS A TAX ON EXISTING FREE PARKING AREAS, AS HAS BEEN SUGGESTED BY SOME.

SMART CARS/INTELLIGENT HIGHWAYS

IN ADDITION TO EXISTING TECHNOLOGY, ADVANCED TECHNOLOGY PROMISES TO DO ITS PART IN THE RELIEF OF TRAFFIC CONGESTION AND IMPROVEMENT OF HIGHWAY SAFETY. AGAIN, THIS APPROACH FOCUSES ON WAYS TO IMPROVE OUR EXISTING HIGHWAY SYSTEM, INSTEAD OF REINVENTING THE WHEEL.

ARTIFICIAL INTELLIGENCE IS CURRENTLY BEING TESTED IN VARIOUS AREAS ASSOCIATED WITH THE DRIVER AND THE ROADWAY ITSELF. THE AMERICAN AUTOMOBILE ASSOCIATION, RECOGNIZING THE IMPROVEMENT POTENTIAL OF SUCH A CONCEPT, IS ACTIVELY PARTICIPATING IN JUST SUCH A TEST PROGRAM IN ORLANDO, FLORIDA, HOME TO ITS NEW INTERNATIONAL HEADQUARTERS.

BY LINKING COMPUTERIZED TRAFFIC INFORMATION REGARDING ROADWAY CONDITIONS WITH AN IN-CAR NAVIGATION SYSTEM, TRAFFIC FLOW CAN BE GREATLY IMPROVED TOWARD INCREASED TRAFFIC SAFETY AND A WELL-MANAGED, SMOOTHLY RUNNING, EFFICIENT TRANSPORTATION SYSTEM.

TRAFFIC SAFETY IMPLICATIONS

THE AAA CLUBS OF FLORIDA STRONGLY SUPPORT THE IMPLEMENTATION OF ALL REASONABLE HIGHWAY SAFETY MEASURES. IN FLORIDA, WE'VE PROVEN THIS THROUGH OUR ACTIVE SUPPORT OF CHILD RESTRAINTS AND SEAT BELT LAWS, THE 21-YEAR OLD MINIMUM DRINKING AGE AND THE OPEN CONTAINER LAW.

OUR INVOLVEMENT ALSO STRETCHES BACK MANY YEARS WITH THE "NO-FENCE LAW," DESIGNED TO KEEP FARMERS' LIVESTOCK OFF THE HIGHWAYS, AND THE "TARPAULIN LAW," WHICH REQUIRES THAT TRUCKS HAULING GRAVEL AND OTHER SUCH CARGO KEEP IT COVERED AND SECURED.

WE BELIEVE STRONGLY IN THE POWER OF EDUCATION AND INFORMATION PROGRAMS REGARDING DRIVING AND TRAFFIC SAFETY, AND HOPE THESE WILL BECOME AN INTEGRAL PART OF THE NEW HIGHWAY BILL.

WE STRONGLY SUPPORT THE APPLICATION OF ALL FEDERAL MOTOR VEHICLE SAFETY STANDARDS TO VANS, MINI-VANS AND PICK-UP TRUCKS. CURRENTLY THESE VEHICLES ARE EXEMPT FROM A NUMBER OF IMPORTANT SAFETY REQUIREMENTS, YET THIS GROUP NOW REPRESENTS NEARLY ONE-THIRD OF THE VEHICLES ON OUR HIGHWAYS.

IN ADDITION, WE URGE THE CONTINUED PUSH FOR UNIVERSAL ADOPTION OF EFFECTIVE SAFETY BELT USE LAWS, AND THE STRENGTHENING OF EXISTING LAWS PERTAINING TO SAFETY BELT USAGE. WE STRONGLY FAVOR IMPROVED SIDE IMPACT STANDARDS FOR CARS, A RETURN TO 5 MILE PER HOUR BUMPERS AND ANTI-LOCK BRAKE SYSTEMS IN ALL VEHICLES, ESPECIALLY LARGE TRUCKS.

TRUCK SAFETY CONCERNS

THE AAA CLUBS OF FLORIDA ARE SERIOUSLY CONCERNED ABOUT THE SAFETY IMPLICATIONS OF LARGE, HEAVY TRUCKS SHARING THE HIGHWAYS WITH A GROWING FLEET OF SMALL PASSENGER CARS. WE ARE PARTICULARLY CONCERNED THAT THE TRUCKING INDUSTRY'S EFFORTS TO GAIN PERMISSION TO OPERATE LONGER AND HEAVIER TRUCKS ON OUR ROADWAYS WILL BE INTENSIFIED WITH THE REAUTHORIZATION OF THE FEDERAL HIGHWAY PROGRAM.

LARGE TRUCKS AND LONGER COMBINATION VEHICLES ALREADY TAX THE LIMITS OF SAFETY. ACCORDING TO A 1991 LEGISLATIVE SURVEY OF FLORIDA AAA MEMBERS, MORE THAN HALF (52%) OPPOSE THE DOUBLE-TRAILER COMBINATIONS THAT ARE CURRENTLY ALLOWED TO OPERATE ON FLORIDA HIGHWAYS; MORE THAN EIGHT IN TEN (81%) OPPOSE ALLOWING LONGER COMBINATION VEHICLES.

THE AAA CLUBS OF FLORIDA VIGOROUSLY OPPOSE ANY FURTHER INCREASES IN EXISTING FEDERAL SIZE AND WEIGHT TRUCK STANDARDS, AS WELL AS EFFORTS TO PERMIT THE USE OF LONGER COMBINATION VEHICLES (LCV'S). NOT ONLY ARE THERE PROVEN SAFETY CONCERNS ABOUT THESE TRUCK TRAINS, BUT THEIR SHEER SIZE IS INTIMIDATING TO THE AVERAGE MOTORIST, AND THEIR TREMENDOUS WEIGHT AND MOMENTUM CONTRASTS DANGEROUSLY TO THE SIZE OF THE AVERAGE AUTOMOBILE. THE OUTCOME OF A TRAFFIC ACCIDENT IS OFTEN TRAGIC FOR THE CAR DRIVER. LCV'S ALSO CREATE SERIOUS PROBLEMS FOR THE DRIVER ATTEMPTING TO PASS, DUE TO THE GREATER DISTANCE REQUIRED AND LIMITED VISIBILITY.

TOLL FINANCING OF HIGHWAYS

THE AAA CLUBS OF FLORIDA STRONGLY OPPOSE THE USE OF TOLLS AS A METHOD OF HIGHWAY FINANCING, AND ARE THEREFORE CONCERNED ABOUT THE CONSIDERATION BEING GIVEN TO INCREASED FEDERAL INVOLVEMENT IN THE FUNDING OF TOLL ROADS.

FLORIDA'S TURNPIKE IS A CLASSIC EXAMPLE OF THE INEFFICIENCY AND ABUSE THAT COMES WITH TOLLS. THE BONDS FOR THE TURNPIKE WERE PAID OFF LONG AGO, YET THE TOLLS REMAINED AND HAVE, IN SOME CASES, NEARLY DOUBLED.

FLORIDA'S TURNPIKE IS NOW VIEWED BY MANY LAWMAKERS AND TRANSPORTATION OFFICIALS AS A CASH COW, WHOSE PURPOSE IS TO GENERATE MORE REVENUE TO BUILD MORE TOLL ROADS. FLORIDA HAS ALSO OUTLINED AND LEGISLATIVELY APPROVED AN OMINOUS STATEWIDE TOLL ROAD NETWORK, A MAJOR EXPANSION OF FLORIDA'S TURNPIKE.

TOLLS ARE INAPPROPRIATE FOR THE FOLLOWING REASONS:

EXCESSIVE COST: TOLL ROADS WILL PROBABLY COST 3 TO 4 TIMES AS MUCH AS TOLL-FREE ROADS BECAUSE OF BOND INTEREST CHARGES AND TOLL COLLECTION COSTS.

DOUBLE TAXATION: IF GAS TAXES ARE USED TO CONSTRUCT NEW TOLL ROADS, MOTORISTS WILL BE PAYING TWICE - ONCE AT THE PUMP, ONCE AT THE TOLL BOOTH.

BREACH OF TRUST: HIGHWAY USERS HAVE PAID LITERALLY HUNDREDS OF BILLIONS OF DOLLARS TO CONSTRUCT FLORIDA'S AND THE NATION'S HIGHWAY SYSTEM; THEY SHOULD NOT NOW BE CHARGED A TOLL TO USE IT.

INEFFICIENCY: CURRENTLY, FIFTEEN TO TWENTY PERCENT OF TOLL REVENUES ARE NEEDED FOR THE COLLECTION PROCESS WHILE LESS THAN ONE PERCENT OF MOTOR FUEL TAXES ARE DEVOTED TO TAX COLLECTION.

INCONVENIENCE: TOLL ROADS OFTEN PROVIDE A FEW EXITS IN ORDER TO MINIMIZE THE NUMBER AND THEREFORE THE COSTS OF TOLL PERSONNEL. USERS CAN'T GET OFF THE ROAD AT CONVENIENT PLACES AND PEOPLE LIVING IN SOME SMALL COMMUNITIES CANNOT USE TOLL ROADS BUILT RIGHT NEXT TO THEM.

HIGH SPEED RAIL

THE FINAL SUBJECT OF MY REMARKS INVOLVES THE CONCEPT OF HIGH SPEED RAIL OR SIMILAR MODES OF INTER-CITY TRAVEL. WHILE THE VALUE AND POTENTIAL SUCCESS OF SUCH TRANSPORTATION MODES IS SUBJECT TO DEBATE, OUR CONCERN INVOLVES THE MECHANISM BY WHICH THESE EXPENSIVE PROJECTS WOULD BE FUNDED.

THE AAA CLUBS OF FLORIDA VIGOROUSLY OPPOSE THE USE OF TAXES OR FEES PAID BY MOTORISTS TO SUBSIDIZE, IN ANY AMOUNT, THE COSTS OF HIGH SPEED RAIL OR OTHER MASS TRANSIT SYSTEMS.

THE FLORIDA HIGH SPEED RAIL CORPORATION HAS SUGGESTED SUCH A PLAN - CALLING FOR A 2-1/2 CENT PER GALLON GAS TAX INCREASE AND A $2 SURCHARGE ON LICENSE PLATES, TO HELP PAY FOR A TAMPA TO ORLANDO SYSTEM WHOSE COST PROJECTIONS HAVE SKYROCKETED AND WHOSE RIDERSHIP PROJECTIONS ARE UNCERTAIN.

LET'S USE TAXES AND FEES PAID BY MOTORISTS FOR THE PURPOSE FOR WHICH THEY WERE INTENDED: HIGHWAY-RELATED PURPOSES ONLY. A COMMITMENT TO THIS USER-FEE CONCEPT WILL ASSURE MOTORISTS IN FLORIDA AND ELSEWHERE THAT THEIR TAX DOLLARS ARE PROPERLY INVESTED, AND IN CONJUNCTION WITH OUR OTHER RECOMMENDATIONS, WILL STEER THE REAUTHORIZATION OF THE HIGHWAY PROGRAM TO ITS PROPER DESTINATION.

RESPECTFULLY SUBMITTED BY

KEVIN W. BAKEWELL

DIRECTOR OF PUBLIC & GOVERNMENT AFFAIRS

AAA AUTO CLUB SOUTH

FOR

AAA CLUBS OF FLORIDA

FEBRUARY 12, 1991

TAMPA, FLORIDA

KWB/jsd

Florida Transit Association

Divisions:
Corporate
Paratransit
Professional
Affiliate

TESTIMONY TO SEN. BOB GRAHAM
HEARINGS ON REAUTHORIZATION OF URBAN MASS TRANSPORTATION ACT

CORPORATE DIVISION
Broward
Dade
Escambia
Gainesville
Hillsborough
Jacksonville
Key West
Lakeland
Lee
Manatee
Palm Beach
Pinellas
Sarasota
Space Coast
Suwannee Valley
Tallahassee
Tri County
Tri-County Rail
Volusia

WES WATSON
EXECUTIVE OFFICER
FLORIDA TRANSIT ASSOCIATION

February 12, 1991

My name is Wes Watson, Executive Officer, Florida Transit Association. Thank you for the opportunity to appear before you today and present our position on the reauthorization of the federal transit program.

Briefly, some background on our organization. FTA is composed of the 18 fixed route transit systems in Florida, plus the Tri-County Commuter Rail Authority. Another division of FTA is the Florida Association of Coordinated Transportation Systems (FACTS) which are providers for the transportation disadvantaged. Basically, therefore, FTA encompasses the great share of public transit operations in the state.

FTA, as an organization, has for the most part focused its political attention at the state level. After ten years of hard work this finally paid off when the Legislature last year passed into law a program allowing for the state to participate in local transit operating assistance. This was a clear indication that our state is at last thinking of transportation in terms of providing mobility to people - not just cars.

Rather than citing a litany of details on how we would like to see the upcoming transportation reauthorization bill, I would cut through by saying that we support the proposals by our colleagues at the national level, the American Public Transit Association. FTA not only supports APTA's recommendations, but was involved in their formulation. Therefore, I am appending these APTA specifics to my comments for placement in the record.

Likewise, Dade County, Florida's only area with a heavy, urban rail system has also provided specific recommendations to Senator Cranston and the Committee on Banking, Housing and Urban Affairs. These recommendations, I would also like to append for placement in the record.

Executive Officer: Wes Watson • P.O. Box 10168 • Tallahassee, FL 32302
904-878-0855

While some of these recommendations overlap, there are few, if any conflicts.

While the items by APTA and Dade County will point out what FTA would like to see in the law, I also would point out some Administration proposals with which we have concerns.

FTA is delighted to see an increase in the Administration's proposed funding for the transit program. This is certainly an improvement over the decade of the 1980's. However, we would point out that while transit funding is proposed to increase by 2%, highways, on a much broader base already, would increase by 9%. We view this as inequitable, and not in the national interest in view of environmental, societal and energy concerns.

Moreover, the Administration would create an uneven playing field. While championing, as progressive, flexibility in the use of funds between modes, it would also create unbalanced federal participation by mode. For instance, roads and highways would received a proposed federal match of between 75 and 90 percent, while transit would fall to a 60 percent match. The combination of these two policies sends from Washington a clear signal to states and localities, "if you solve your transportation problems using roads and bridges we will help you by 80 percent. If you solve them by transit, we will help you by 60 percent." This proposal is clearly incompatible with a good faith attempt to allow localities to to decide for themselves in unbiased fashion how to solve local transportation problems.

Another provision would end operating assistance for areas of over 1 million persons. We view this as a clumsy attempt to divide and conquor transit interests and eventually get the federal government out of operating assistance altogether. Transit is in the business of moving people - not woodchucks. It therefore makes little sense to prohibit certain kinds of aid in the areas where there are the most people. You may be certain, that ALL of Florida's transit systems, representing all population sizes, oppose this item.

Another proposal is to remove transit from receiving General Funds. However, there are insufficient recurring funds coming into the Transportation Trust Fund to sustain this policy over the long term. This proposal also appears to be aimed at minimizing future federal assistance for transit.

There is one specific recommendation that I would like to add to those previously mentioned. It concerns High Speed Rail. Florida, with its flat terrain and largest population areas lying approximately 200 miles from one another is ideal for the deployment of high speed rail. Yet, this effort begun in the Administration of Senator Graham is, frankly, foundering. It is smashing itself on the rocks of unreasonable expectations. The project has long been advertised as being

possible without the use of public funding.

However, after five years the emperor's new clothes are finally exposed and there is great wailing and gnashing of teeth that a $4 billion dollar project might actually require some public funding. This was in spite of the fact that the Japanese, early on, and the French later on, after studying the project in great detail, said precisely the same thing.

I hope that our state does not terminate this project prematurely, before taking a long hard look at its full potential benefits, as well as its costs. But one great difficulty we face is the virtual lack of federal support for this viable, and needed interregional transport system.

Not only would high speed rail serve as a reliever for highways, but based on the European experience, would be a significant reliever for airports as well. Florida will probably not build another major airport. Yet, Orlando's passengers are predicted to go from 18 million this year, to 35 million in 1995. Their airport manager already speaks of an "aluminum canopy", and anticipates great difficulties in handling future ground access demands. It is clear that high speed rail could significantly alleviate these problems.

I would urge you to explore every possibility in finding ways that some type of direct federal support for high speed rail could be obtained, in either new funding, or transfer of funds from interregional highway or aviation programs.

Besides funding, high speed rail has another problem. It is virtually impossible, because of current laws, rules, and attitudes, for high speed rail to use existing Interstate rights of way. Language clearing the way to integrate these two modes into the same right of way would be of significant help to this program.

Florida is a state in which public transportation is on the verge of exploding. Whereas ten years ago, as I can personally attest, transit was hardly acknowledged as a mode of transportation at all, today it being seen as a full partner and a vital element in our Growth Management efforts. More Floridians now believe that transit can provide alternatives to congested and constrained roads so that economic develop may continue, and is seen as critical in helping our urban areas to meet clean air standards. Even the state DOT is now, and, at last, beginning to develop a true multimodal mindset.

In short, I believe that Florida has now surpassed Washington in a committment to find ways to move people, and not just cars. Washington needs to find ways to encourage this committment, or at the very least, not DISCOURAGE it with misplaced policies that further the care and feeding of the automobile at virtually any cost. Where a road best solves

the problem, build roads. Where transit can do it better, use transit. This should be THE fundamental precept behind the new bill.

Finally, and in closing, I would say that there is probably little wrong with public transportation that a rational, federal energy policy would not cure. An element of this policy would have to be a realization that motor fuel in our nation is grossly underpriced. A gallon of gas in France is $4.37, in Sweden $4.85, in Denmark $4.46, and Italy $4.92. Yet we agonize over an increase in the federal gas tax of a nickel while our transportation infra-structure decays, our federal deficit continues to soar, and our young soldiers are put in harm's way, with a major factor being our dependence on foreign oil.

We would hope that Congress would continue the momentum and good work it did in the recently passed federal deficit package to address, in MEANINGFUL fashion, the absence of a coherent energy policy.

Senator Graham, thank you, and I would be pleased to take any questions at this time.

APPENDIX I
REAUTHORIZATION RECOMMENDATIONS
FLORIDA TRANSIT ASSOCIATION

- Enhance and expand the existing regional decision-making authority over the disposition of federal transportation funds, especially relating to flexibility in assigning highway funds to mass transit projects when best-use of corridors so indicates.

- Emphasize, in project qualification and evaluation for discretionary funding, a multi-modal approach to solutions of transportation concerns.

- Maintain an 80% federal contribution level for formula and discretionary project funding, but consider allocating federal contributions saved by local overmatches to operating assistance for those projects, once implemented.

- Federal contribution levels for transit projects should be greater than, or a least equal to, those levels for highway projects to provide the proper incentive.

- Improve and increase the use of formula funding to result in a more predictable contribution rate for budget planning.

- Provide fair and equitable, through formula allocation methodology, supplemental rail modernization funding for newer systems. Future increases in operating expenses due to outdated technology, deferred maintenance and facility deterioration, as experienced by the older systems, can be materially avoided if this funding could be established now.

- Allocate increases in the motor fuels tax exclusively to the Mass Transit Account for expansion of public transportation facilities and resources. Existing fuels tax monies and general fund support should continue to be allocated to the Highway Trust Fund accounts as currently proposed.

- Revise the Tax Code to encourage private investment in transit by eliminating or reducing the taxation of employer-subsidized transit passes or subscription services and by eliminating other transit disincentives, such as employer provided parking in transit zones.

- Encourage, through stricter environmental impact thresholds, the increased development of high-occupancy facilities, such as rail, trolleys, busways, HOV lanes, etc., in lieu of new or expansion of existing highways.

- Provide a funding source or tax incentives for research, development and prototyping of new transportation technology designed to reduce urban congestion.

- Establish a format to expressly review any proposed federal legislation for its impact on the operating costs or capital expenditures of the transit industry and develop exemptions or supplemental federal funding to offset detrimental effects.

APPENDIX II
REAUTHORIZATION RECOMMENDATIONS BY THE AMERICAN PUBLIC TRANSIT ASSOCIATION AND SUPPORTED BY THE FLORIDA TRANSIT ASSOCIATION

APTA Policy Statement on Reauthorization of the Federal Surface Transportation Program

Adopted by the APTA Executive Committee December 21, 1990

Reauthorization of the Federal Surface Transportation Program should reflect the critical importance of public transit service to the nation's transportation infrastructure, energy conservation, cleaner air, the efficient movement of goods, services, and people, and the consequent impact on international competitiveness, economic vitality, and full participation in society by all citizens.

APTA advocates a five-year reauthorization of the Surface Transportation Program that is consistent with the principles adopted by the Transit 2000 Task Force and with APTA's national survey of transit capital needs. The APTA reauthorization proposal provides for program changes which would be phased in gradually as funding levels increase from current levels to full funding of the basic transit reinvestment program described in that document.

FUNDING OVERVIEW

Funding Levels

Recognizing constraints imposed by the Omnibus Budget Reconciliation Act of 1990 APTA recommends a gradual increase in authorized transit funding to a level of $11.0 billion by FY 1996.

At a minimum, authorization levels should be set at $5.5 billion in FY 1992; $6.0 billion in FY 1993; $7.0 billion in FY 1994; $9.0 billion in FY 1995; $11.0 billion in FY 1996.

Program Support -- Gas Tax Increase

These program levels should be supported with both general funds and tax revenues dedicated to the Mass Transit Account of the Highway Trust Fund, which would include unobligated balances in the Mass Transit Account. APTA calls for a seven cent increase in the portion of the federal gasoline excise tax which is dedicated to transit. Such an increase could be phased in as appropriate. Transit funding from either the Mass Transit Account or the general fund should not be reduced below current levels.

Substitution of General Fund Support

Increased funding from the Mass Transit Account must not be used to offset reductions in general fund support.

Matching Ratios

The current 80%/20% federal/local matching ratio under the UMTA program should be retained and applied to all transportation capital projects under federal surface transportation programs. Modal biases fostered by different matching levels should not influence the local decision-making process regarding transportation investment. In fact, any disparity ought to be predicated on the furtherance of public policy objectives such as energy conservation and environmental considerations which favor transit investment.

KEY PROGRAM ELEMENTS

The APTA proposal retains the basic federal transit program structure up to an appropriations level of $6.5 billion annually. Once transit funding exceeds $6.5 billion, excess funds up to $11 billion would be earmarked for a capacity expansion program under which localities could decide whether to use funds for transit or highway projects. Flexible use of transit funds is, of course, predicated on reciprocal flexibility in the highway program.

APTA recommends that the $6.5 billion transit categorical and reinvestment program retain both a formula element and a capital discretionary component. Formula funding for designated recipients in various size areas should be retained. It is especially important to retain designated recipient status for urbanized areas of fewer than 200,000 people. Section 18 formula funding and Section 16(b)(2) should be continued at higher levels. The Section 3 program would retain the existing proportions between the three funding categories, with new starts/extensions and bus and related equipment funds distributed on a discretionary basis. Rail modernization funds would be distributed under a modified formula basis.

"Unitary" Authorization

For reasons of fairness and equity, APTA proposes a "unitary" authorization approach for the basic transit capital and reinvestment program, under which program priorities are maintained if appropriations levels for a particular year fall below authorized levels.

Operating Assistance

Federal operating assistance has been essential to the operation of transit systems of all sizes and to the maintenance of federal capital investments for these transit systems. APTA therefore recommends that the current operating assistance program be replaced by a maintenance assistance program under which a portion of each urbanized area's Section 9 apportionment could be used for maintenance assistance.

For systems in urbanized areas with between 50,000 and one million people eligible service maintenance expenses would be defined as any expense incurred to provide or maintain transit service. System maintenance for operators in urbanized areas of more than one million people would be equal to a percentage of their most recent combined vehicle and non-vehicle maintenance expenses as reported under Section 15, plus additional service costs resulting from the Americans with Disabilities Act and the Clean Air Act. Areas under 200,000 would be permitted to use their full apportionment for service maintenance. Recipients would be permitted to match federal service or system maintenance funds with all state and local assistance, regardless of how these matching funds are used. The matching ratio for these funds would be 50/50.

Rail Modernization and Rehabilitation

The rail modernization and rehabilitation needs of all transit systems must be addressed.

Research, Training, Human Resources and Planning

The authorization level for research, training, human resources, and planning would grow proportionally, to approximately 3% of transit funding at a $6.5 billion program level.

FLEXIBILITY

Flexible Use of Transit Funds

Flexible use of transit funds for highway projects should be authorized when funding for the transit program exceeds $6.5 billion annually. At $6.5 billion, transit funding would be restored to FY 1981 levels as adjusted for inflation. The transit industry cannot afford the diversion of funds from transit before it is able to meet basic reinvestment needs.

Interstate Substitution

There should be an authorization sufficient to fulfill existing commitments for Interstate Transfer/Substitution transit projects as part of the overall completion of the Interstate System.

Flexible Use of National Highway System Funds

The Federal Highway Administration is proposing a new National Highway System (NHS) program category in the upcoming reauthorization. States and localities should be granted the flexibility to use NHS funds for any surface transportation project which can be demonstrated to improve the performance of a National Highway System route. For example, these funds should be available for rail projects, busways and bus-related capital improvements, park and ride facilities, HOV lanes, and other transportation purposes identified at the local level. Flexibility in National Highway System funding would result from corridor level planning and a comprehensive, consistent, and coordinated local transportation planning process. Such flexibility should be used to meet local air quality and congestion management goals.

Funding for Federal Highway Administration Urban and Rural Systems should at least equal funding for the National Highway System so that all highway needs can be addressed. Full modal flexibility for the program, including transportation system management approaches, should be maintained.

RELATED ISSUES

Regulatory Requirements

Changes would be made to several "non-funding" provisions of the Act which either impose requirements on the receipt of a federal grant or which impose requirements on an entity which contracts with a Federal grant recipient. Several of the provisions have been implemented by UMTA through regulations or program guidance. The changes would attempt to eliminate inconsistent requirements, ease the administration of the federal transit program, and permit grant recipients greater flexibility in their management of federally assisted transit service.

Related Financing Issues

The current taxation of employer subsidies for transit use should be modified to ensure that transit subsidies are not taxed at a higher rate than employer-provided parking subsidies. Any revenue loss from such a change should be offset by a limit on tax-free employer subsidies for parking or similar means.

Any increase in the federal gas tax dedicated to transit should be accompanied by modification of the law governing delivery and use of such revenues. Some portion of this tax should be allocated directly to designated recipients on a formula basis. Public agencies should be given authority to pledge future allocations of the tax even beyond the authorization period to meet debt service on bonded debt. Transit operators should also be permitted to borrow from balances in the Mass Transit Account and make repayments from either local revenues or their share of future federal grants.

Consideration should be given to changes which enhance the use of tax-exempt financing by state and local authorities and which otherwise eliminate unnecessary restrictions on how those funds are raised, invested and used. The use of tax-exempt financing should be permitted for publicly sponsored transit projects even if construction and operations are carried out by private industry. Transit projects should clearly be among authorized activities. No distinction should be drawn between acquisition and construction costs. Multi-year contracts and advance approval of construction should be encouraged. Transit operators should have the option of funding self-insurance reserves, and disincentives to private investment in transit infrastructure improvements should be eliminated.

Energy Policy

The Secretary of Transportation, in consultation with the Secretary of Energy, should be authorized to provide the Urban Mass Transportation Administration with additional budget authority in the case of war or emergency situations designated by the President. In such situations, federal policy should provide for the buildup of bus fleets and make clear that the Secretary is authorized to waive regulations governing spare bus ratios and to provide transit agencies with priority for fuel deliveries and expedited vehicle procurement grants.

Sharon Dent
Executive Director
Hillsborough Area Regional Transit Authority

COMMENTS

Before the joint hearing in Tampa, Florida on February 23 of the Water Resources, Transportation, and Infrastructure Subcommittee of the Environment and Public Works Committee and the Subcommittee on Housing and Urban Affairs of the Banking, Housing and Urban Affairs Committee.

Introduction

Thank you Senators for the opportunity to provide testimony about the status of the Hillsborough Area Regional Transit Authority and our thoughts on the re-authorization of the Federal-aid highway and public transit program.

Status

HARTline operates 45 public transit routes in Hillsborough County. The system has steadily grown since HARTlines inception in 1980. The fleet grew from 60 to 192 from 1980 to 1990 with annual ridership increasing from 5.5 million to 8.5 million. Investment was made in a nine block downtown transit parkway and a terminal north of the parkway. A southern terminal is planned for the future.

In 1990 before mid fiscal year, a severe shortfall in the budget was identified leading to reductions in service. Of the 48 routes, three were cut, frequencies reduced, early and late trips eliminated, and Saturday and Sunday service cut back. In effect 22% of the service was eliminated over a nine month period and the size of the fleet has been reduced. Further, there potentially is a shortfall in the 1991 budget due to: 1) projected revenues from the October 1990 fare increase not being realized and, 2) the loss in ridership from the service cuts exceeding that which was anticipated.

The current 1991 operating budget is almost $20,400,000 with $5,259,000 from the farebox, $1,170,000 from the State, $2,367,000 from UMTA which represents operating and planning funds, $10,525,000 from ad valorem $400,000 from the City of Tampa and Hillsborough County, and $670,000 from various other sources.

In fact, HARTline is eligible for more federal capital dollars than it can currently use but due to the necessity to use local funds for operating in order to avoid further service cuts, we have little funding to match the federal capital dollars.

Role of Federal Government

We at HARTline have appreciated the participation of the Federal government in the building of public transit as a legitimate component of the surface transportation strategy, and feel it will become an increasingly important component as streets and freeways become ever more difficult to add, maintain and expand. Mobility is critical to the economic well being of the nation and transit can help in achieving this mobility.

Program flexibility

It is our preference that the distribution of surface transportation dollars have greater flexibility so that priorities can be set at the local level. Specifically we would like to see transit capital funds used not only for construction and new procurement, but also for maintenance of physical plant and fleet. Further planning and implementation in surface transportation corridors should allow and encourage for integration of modes.

Distribution of Federal Dollars

There is heavy bias toward pavement in the distribution of surface transportation dollars. Therefore, we ask for greater flexibility in transferring FHWA dollars for transit projects. Within the transit pot itself, HARTline has no argument with the distribution formula. However, we prefer more of the funds to fall under the allocation formula and less to be discretionary.

Clean Air Act and Americans With Disabilities Act

The distribution of funds between modes should be allowed so that FHWA dollars can be used for transit projects that assist with achieving Clean Air Act goals. HARTline supports the ADA but knows the costs will likely result in reduction in scheduled bus service for the general public in order to comply. This will be a severe hardship on our patrons considering we have just cut 22% of service. We ask that the Senate show support for ADA by adding $.03 to the gas tax to generate funds for the implementation of accessible infrastructure and transit service improvements.

Economic Growth

Mobility in and of itself sets the stage for allowing economic health. Without good transportation stagnation occurs. In our area, the recent service cuts brought cries from employers especially in service industries. Large numbers of their employees use public transit and their dependability as workers was in question.

Transportation Financing and New Technologies

HARTline endorses co-mingling of interstate and toll funds, and the use of federal gas tax funds for projects which integrate or substitute transit strategies when local governments prefer them to highways/freeway strategies. We endorse continued encouragement of public/private partnerships, and feel we must look at and encourage use of new technologies such as high speed rail. Florida due to its configuration is ideal for implementation of a higher speed rail demonstration project.

We also wish to encourage you to support passage of Senate Bill 26 which calls for an increase from $15 per month to $60 per month in the amount of employer provided transit benefits which are not taxable.

Summary

Florida's needs are significant as I assume are those of other states. Florida due to its high growth rate has a backlog of transportation needs and there is an interest in planning and implementing integrated surface transportation approaches. We ask you to include for flexibility in the distribution of funds as a high priority in the re-authorization bill. We further ask that the Senate consider that $.03 of new gas tax funds to be devoted to implementing the requirements of the Americans With Disabilities Act.

Comments on
Transportation Issues

To be Included in the Record of
the Field Hearing held at
Tampa, FL
Tuesday, February 12, 1991
by
Water Resources, Transportation, and Infrastructure Subcommittee
Committee on Environment and Public Works
and the
Housing and Urban Affairs Subcommittee
Committee on Banking, Housing and Urban Affairs
United States Senate

prepared by
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Introduction

These comments are based on review of transportation policy, programs and projects in the State of Florida, experience with federal transportation programs, and review of current proposals for new federal policy.

A major concern is that the general public does not have available the thorough documentation that is necessary for citizens to be knowledgeably involved in the formation of policy, programs or projects. A society cannot function as a truly democratic system unless its citizens are empowered with the necessary information about issues.

Members of our society hold sets of values which, legitimately, can be expected to differ strongly; thus resulting in sincere interest group conflicts which should be resolved in the political process. Well-founded information about alternatives can help us understand where we can find room for agreement and help focus attention on those crucial issues most difficult to reconcile.

While the hearings focused on issues concerning National Transportation Policy, it is important to recognize the close relations between this policy area and others, particularly

National Energy Policy and Clean Air Policy. For example, pricing policies explicitly or implicitly embedded in energy programs will have important consequences for transportation demands.

The following discussion will begin with an outline of the conceptual approach and the kinds of information which the public should reasonably expect from public transportation officials as policy, programs and projects are being developed. Within that context, specific questions that have been raised at the Tampa Field Hearing and elsewhere will be addressed.

I. Information to Support Public Involvement

Framework and Purpose for Data and Analysis: Meaningful public involvement in transportation policy, programs and projects requires that the civil servants provide the public with hard data and analysis from the very beginning of any study.

Data and analysis should relate multiple objectives, goals and policies to alternative means to meet alternative goals. The results of the analysis should be recorded in a full display of consequences of each alternative means in terms that are relevant to the goals being sought.

The purpose of the analysis should be to provide alternative scenarios about the possible uses of resources and the consequences of those uses, to help the several interest groups determine how best to achieve their end goals and values; to clarify the areas of agreement as well as differences among interests; to define and focus on basic issues that are in conflict; and to provide the public with information needed to sort out the ordering of choices that need to be made.

Goals and Objectives for Analysis: Transportation policy and programs must be compatible with the broad spectrum of social goals not just narrowly focused on transportation. Provision of a living income for everyone, energy conservation, clean air, conservation of the ozone layer, protection of wildlife and wildlife habitat and prevention of urban sprawl are important goals which should be incorporated into transportation policy and programs. We also need a careful specification of goals: e.g., a reduction in real income disparity may be a more meaningful goal for the economy than an increase in national or regional income.

Providing these connections recognizes that "we can't and don't do just one thing." Such linkages among diverse programs and activities are often not recognized or are ignored because we drive ahead in single-minded effort to accomplish the particular goal we are assigned. In program design and implementation, we need to be alert to unintended consequences in order to minimize unintended adverse effects. In Florida, for example, highway traffic is the major killer of our larger mammals, and transportation systems are

important causes of habitat fragmentation with resulting loss of important ecosystems.

From a purely management standpoint, it may be necessary to formulate programs for individual areas, such as transportation, as separate legislative activities. However, we must constantly keep in mind that this separation is an artificial image of reality. Perhaps we need comprehensive models of social-economic systems at national, regional, state and local levels in order to help us visualize the relationships among the several sectors or activities of our communities.

Analytical Procedures: If we recognize that we really should assign multiple objectives to programs, agencies must be directed to implement multiple-objective planning and analysis. There is a large body of literature to draw on, including work under the heading of "Multiple Alternatives/Multiple Attributes" (e.g., Kiker and Lynne, University of Florida).

Conflict Resolution: Establishing multiple objectives for programs forces us to reconcile directly the conflicts among them. Congress must come to grips with the critical problem of establishing criteria for resolution of conflicts. For example, the National Environmental Policy Act (NEPA), which contains good policy statements, has no enforcement teeth. It requires agencies to do an Environmental Impact study does not specify how the results of the study must be used in the decision-making process. The courts have ruled, in effect, that whatever decision an agency makes is acceptable as long as it is not otherwise arbitrary. Congress should enact legislation that incorporates substantive criteria for decisions, ensures both agency personnel and citizens meaningful guidelines for making choices, and provides the public with clear bases for such challenges as they may wish to make.

Transportation Systems: A National Transportation System should be envisioned as a set of systems: National/International, State/Regional, Local; and multi-modal. The systems should be linked conceptually and in implementation. Intergovernmental processes should be established, if they are not now, to take advantage of complementarities and to resolve conflicts.

For example, if the federal agencies are going to look at a national transportation system, they need to work with state and local people to determine the potential impact of that system on, or interaction with state and local transportation. The potential interactions are not only among the transportation aspects, but include potential implications for the implementation of state and local goals and policies (e.g., Florida State Comprehensive Plan, Ch. 187 FS and related comprehensive planning legislation).

Alternative Means to Accomplish Transportation Objectives: The concept of "transportation" should be broad enough to include non-

traditional forms such as "tele-communication". Home computers can change the work-home relationships and reduce or change the nature of demand for traditional transportation modes. Legislation should provide for identification of such factors and their incorporation into the planning process.

Pricing policy should be explicitly included in the package of measures available to implement transportation objectives. For example, if environmental costs associated with transportation programs are specifically passed on to the users in the pricing package the demand for the transportation facilities can be expected to be affected. Alternative ways to handle costs (distinguishing between monetary and non-monetary costs) and to price the transportation product should be discussed and consequences clearly laid out for public information.

Planning studies should evaluate a wide range of alternative ways to alleviate the problem(s), including non-traditional means. The impacts of alternatives on relevant objectives should be professionally analyzed and results clearly displayed for general public evaluation and critique.

The present highway transportation system is mostly toll-free. During the planning stage, studies should evaluate alternatives first on a toll-free assumption. This evaluation establishes a baseline and can be used to evaluate the worth-whileness of alternative funding procedures, including tolls, private financing and ownership, bonding, gas tax, etc. It is during the planning phase that the advantages and disadvantages, in terms of the multiple objectives, of various forms of public-private coordination can be most "objectively" determined.

Staffing and Planning: Agencies should be required to support strong planning departments with professional capability to analyze social, environmental and economic consequences of alternative programs, plans and projects. The planning departments should have the professional capabilities to involve the public in the overall planning process. Well documented and competent professional analysis during the planning phase should provide the general public and their decision-makers sound information about innovative alternatives in project design, funding alternatives, public-private cooperation and inter-modal system configuration possibilities.

Problems associated with existing transportation systems should be clearly documented before changes or additions to those systems are proposed. The general public must be given an opportunity to participate in problem definition. The usual procedure now appears to leave the public out of the planning process until after the fundamental decisions have been made.

II. Public Involvement

Many of us in that "general public" category have developed a high degree of skepticism about the kinds of transportation projects proposed and about the wisdom used in expenditure of tax dollars. Transportation projects are large projects with large amounts of money at stake. Sometimes it seems that, at all levels of government, transportation project and program choices are made through an informal network of influences made up of Transportation Department officials (federal, state, and/or local), local, state and federal politicians, influential consultants, and development goals of past eras. The construction industry has large amounts of money for the support of "friendly" politicians.

These perceptions, whether well- or ill-founded, must be dispelled in order that we can all join together in developing and supporting well-founded and much-needed transportation systems. Steps that would help to reform the process and bring more meaningful public involvement include:

a. Reform campaign financing throughout the country. PACs are part of the problem.

b. Require strict conformance by contractors to professional standards and to contract terms and goals. Require independent audit of contractor and agency performance for compliance with professional standards and accomplishment of agency and contract objectives.

c. Establish in this and every government program public involvement, not information, programs that have substance. The involvement program should include:

1. Advertise proposals for legislation, regulations, etc., in newspapers. Most of us do not read the Federal Register or the Florida Administrative Weekly, nor do we have staff to do it for us.

2. Field hearings (federal or state) should be held on regional bases (as this one and many others are) and widely advertised in newspapers (was this one advertised?).

3. Before hearings or workshops on program or project activities are held, draft material should be supplied to the area libraries, local or regional offices, etc., for review by the general public. Ample time should be provided for review prior to hearings or workshops. It is a waste of time to hold "show-and-tell" meetings without providing background information, and it makes people suspicious and angry.

4. All work should be documented and open to the public for scrutiny. Clearly, some judgment must be used to accommodate the need for agencies to work out internal drafts, but that need should not be used as a loophole for avoiding public involvement.

5. Agencies should be required to provide copies of verbal and written comments they have received. These comments and program and project reports should be placed in local libraries, agency offices, or other locations easily accessible to the public. Final documents should be deposited in the official documentary libraries which serve the region affected.

6. Information that should be available to the general public for their critique in draft form and as it becomes available includes:

a) A Plan of Work at the beginning of any study, including a clear description of the problem(s) and the analytical procedures to be followed.

b) Estimates of current and projected movements of goods and people among the several communities in the study area and including imports and exports.

c) Estimates of the capability of the existing transportation system (all modes) to handle current and projected movements.

d) Alternative ways by which the existing system could be upgraded to contribute to solving future transportation needs and an estimate of shortfalls.

e) Estimates of the monetary costs and benefits and the social and environmental costs and benefits of the several alternatives. New corridors should be shown to have substantial net economic, social and environmental advantages over old corridors. Distinctions should be made between public and private costs. Trade-offs should be clearly identified; income redistribution effects should be stated. Information should be provided about which groups can be expected to subsidize which other groups. Beneficial and detrimental effects of alternatives should be displayed in the context of the multiple federal, state, and/or local objectives.

g) Impacts of funding options should be displayed and discussed because different funding methods can result in differing economic, social and

environmental consequences.

III. Comments on Issues raised during the Field Hearing in Tampa, Florida, February 12, 1991

a. We need a strong Federal Transportation Program with policies that transcend state and local boundaries and work toward a spectrum of goals such as reduction in income disparities, energy conservation, clean air, environmental protection, fairness in distribution of highway funds in a way that redirects transportation programs away from such heavy reliance on the high energy consuming and polluting automobile. Don't lock in gas tax funds to continue funding the same old thing.

b. If the analysis proposed earlier in this statement is properly designed and carried out, information can be generated which would help determine the appropriate role of the various fund sources (tax funds, toll funds, and private financing) in transportation development.

The nature and mix of public and private investment in transportation can be analyzed during the planning and analysis phase of program and project studies. Criteria for evaluation and analysis must be clearly spelled out and the public fully involved throughout the process. It must be kept in mind that, in general, there is conflict between public and private interests. The analysis should present the economic, social, environmental and financial advantages of public and private participation, in varying degrees, in any transportation program or project. The analysis should identify the conflicts and complementarities of interests in public and private participation. The financial analysis should bring out the problems and possibilities, the costs and benefits of financing transportation by tolls, gas taxes, or any other way or combination of ways. The different financing possibilities can be expected to have different effects on the economic, social and environmental aspects of any program or project. These effects should be clearly spelled out for public information.

Both policy and analysis must recognize that there can be a natural conflict between public and private interests. Policy must provide guidelines for criteria to guide the selection of the appropriate mixture. Analysis must provide information on the public and private beneficial and detrimental consequences of alternative policies, programs, projects and alternative funding sources or combinations of sources.

c. Both federal and state policy should review existing institutional organizations to determine if they can effectively achieve goals, especially if there are additions,

revisions or changes in priorities. Consideration should be given to strengthening interagency coordination. Perhaps federal and state legislation should be devised to give agencies with overlapping responsibilities a common mandate which brings together capability of each to work on common problems.

d. The Florida State Comprehensive Plan is the basic and most valuable state legislation to manage growth in the state. The first round of state and local plans is nearing completion. Experience in this round should be used to strengthen growth management and public involvement. A stronger analytical system needs to be applied in order to provide the public with information about consequences of alternatives. In particular, the next round should provide information about a range of possible future scenarios. Careful planning can provide the public with a clearer picture of a future they would wish to achieve as well as means to achieve it.

e. Using uplands to create wetlands has not been shown to work and may only contribute to the destruction of needed upland habitat. Buying existing wetlands to compensate for wetlands destroyed during development does save the wetlands bought but does not appear to achieve the basic goal of "no net loss of wetlands".

f. In order to adapt transportation policy to the needs of the 21st century, professional education curricula need to be reconsidered. More attention must be given to the larger cultural, sociological dimensions of problems and policies which now often seem to be considered as narrowly defined science based problems.

STATEMENT OF REPRESENTATIVE MARY FIGG

on behalf of the

NATIONAL CONFERENCE OF STATE LEGISLATURES

before the

Committee on Environment and Public Works
and
Committee on Banking, Housing and Urban Affairs

United States Senate

on

Reauthorization of the Federal-aid Highway and Mass Transit Programs

February 12, 1991
University of South Florida
Tampa, Florida

Mr. Chairman, I wish to thank you for convening this Congressional hearing in the State of Florida and in particular my home, Tampa. I welcome the opportunity to share with you the views of the nation's state legislators on the federal-aid highway and mass transit programs, as well as my own views on Florida's infrastructure needs. I come before you wearing two hats today--one as the Chair of the National Conference of State Legislatures' Committee on Transportation and the other as member of the Florida House of Representatives.

Since the beginning of the federal-aid highway program, Florida has contributed almost $8.5 billion and has had returned to its coffers a little under $8 billion. While we are currently averaging about $1.01 on the dollar, the cumulative apportionment for Florida has been only 94 cents on the dollar. The State of Florida is providing approximately five percent of all Highway Trust Fund receipts. Florida ranks only behind California and Texas in it share of contributions to the Highway Trust Fund. Therefore, we have a keen interest in how funds are allocated.

We were pleased to see that Congress authorized a higher obligation ceiling for FY 1991 federal-aid highway programs - $14.5 billion. This represents a 19 percent increase over the FY 1990 obligation ceiling. Suffice it to say, the federal-aid highway budgeting process is not easily understood, but I know enough to recognize that the states may not actualize see a real increase in funds received.

Unfortunately for the state-federal partnership, states have become increasingly wary of federal commitments. In the budget Congress approved last year, the long-standing commitment to dedicate highway user fees to highways was breached; the promise to devote aviation ticket taxes to the aviation program was reneged on; and now the Administration's budget proposal calls for eliminating General Fund support for public transportation, even in the face of the new transit requirements imposed by the Clean Air Act and the Americans with Disabilities Act.

States have no choice but to rely heavily on their own resources. Over half the state legislatures will be considering motor fuel tax increases this year alone. The five-cent federal increase which went into effect December 1, 1990 has a negative impact on state revenue collections for state-imposed motor fuel taxes. The fact that only half of the new federal tax is directed toward transportation programs is particularly painful to states with dire infrastructure needs. I strongly urge you to renew and uphold the federal contribution to this nation's infrastructure needs.

I understand that the Environment and Public Works Committee held a hearing in Washington last Thursday on demography and transportation needs. While I am certain you heard testimony on how investment in infrastructure fosters economic growth, we in Florida have been responding to the flip side of that phenomenon for years. We must continually invest in our infrastructure just to keep up with our economic development and population growth.

For example, the population in the Deerfield Beach area on our east coast increased 85 percent from 1970 to 1986, and is expected to increase another 38 percent by 2010. Transportation congestion relief becomes an imperative under these circumstances and our response has been to construct one of the federally-authorized toll projects for a three-mile stretch.

It would be easy for some to dismiss a local toll road project as something of parochial concern and not relevant to a national transportation system. However, if the goal embodied in a national transportation network is to efficiently move people and goods in an integrated manner, we have no choice but to ensure that there are no weak links in the system. In this sense, Florida is probably the epicenter of a national intermodal network.

Within this framework, I would like to highlight some of the concerns of state legislators like me who must attempt to fashion a state transportation system within federal constraints. Although the federal contribution to the nation's transportation system has been steadily declining, there has been no reduction in federal "strings." If anything, trust fund dollars have become a tool for compelling state compliance in other social policy goals that could not be constitutionally mandated by Congress.

I would like to take this opportunity to strongly suggest that if we are to truly have a state-federal partnership in meeting transportation needs, this misuse of trust fund monies be stopped. The National Conference of State Legislatures (NCSL) has made this one of the coming year's legislative priorities and as the Transportation Committee Chair, I plan to scrutinize Congressional highway and mass transit reauthorization and appropriations measures very carefully to identify any continuation of this onerous tac

In general, the states are concerned that the completion of the Interstate system and the reauthorization of highway and mass transit programs be viewed as an opportunity to restructure the federal programs in a more efficient and effective way. While I recognize that redividing the "pie" will necessarily result in controversy, I believe disagreements can be kept to a minimum if the following premises underlie the reauthorization package:

-- Maximize expenditure of trust fund monies by increasing obligation ceilings and dedicating all user fees to appropriate trust funds.

-- Focus federal spending in areas of national significance as determined in collaboration with states.

-- Ensure that states receive a fair return relative to their contributions to the trust funds.

-- Provide greater flexibility to states in planning and programming, both between and within funding categories.

-- Eliminate federal-aid highway funding sanctions.

-- Remove federal restrictions which limit states in their ability to develop innovative financing.

I am including for the record a copy of the NCSL transportation policies which provide additional direction and recommendations on highway, highway safety and mass transit programs.

For the remainder of my statement, I would like to respond to the Administration's transportation budget proposal and the reauthorization proposal to be officially unveiled on February 14, 1991. I understand that the Senate Environment and Public Works Committee, as well as the House Public Works Committee, will begin hearings on these proposals in the very near future.

At the outset, I would like to mention that NCSL was part of the Transportation Alternatives Group (TAG) which spent over two years developing recommendations on a national transportation program. It appears that a number of these recommendations have been incorporated in the Administration's request.

The recommendation being made to increase overall transportation spending is, of course, welcomed. However, I am concerned that the approach being taken is to expand the federal program by leveraging increased state and local funds. This would be accomplished by a cumulative reduction in the federal match for highway, highway safety and transit program. No one disputes the need for greater investment in our infrastructure; however, a reduction in the federal contribution without a corresponding reduction in federal requirements, is likely to be ill-received. Under the Administration's proposal, the federal match for the aforementioned programs would drop from an average of 83 percent to 72 percent.

While the Administration claims that this budget will substantially increase transportation spending, if you disect the programs to be reauthorized, you will not find the increases there. The combined Highway Trust Fund Account balance will actually increase by $2.6 billion in FY 1992. So where are these "increases?"

An examination reveals that a good number of the "increases" are actually transfers from general fund to trust fund support. After all the shuffling takes place with transit spending, there is a net loss in funds available to states and localities of $44 million dollars.

Regarding the much-touted increase in the FY 1992 highway obligation ceiling, if you were to add the minimum allocation and demonstration project funds authorized for FY 1991, you would see a reduction in actual obligations proposed for the coming year. The highway safety programs seem to enjoy a real increase in funding through the creation of a bonus safety grant.

The Administration proposes to consolidate most of the existing categorical highway programs under two new programs. It is difficult to ascertain the true fiscal impact of this restructuring. I would caution against using the cover of "consolidation" for funding reductions. The organization of the two new programs (National Highway System and Urban/Rural Program) seems to mirror NCSL's recommendation that the federal program should focus on a system of national importance and provide states and localities with the latitude to respond to regional demands. There will, of course, need to be safeguards to protect states in the transition from the old program to any revised program.

The proposal to modify the apportionment formula with weight given to motor fuel sales in a given state may more closely link state apportionments to state contributions to the Highway Trust Fund. However, the unanticipated effect of this proposed formula could be that states who levy higher taxes will be placed at a disadvantage. I recommend that the relationship between fuel tax and/or price and motor fuel sales be closely examined. If a state has a lower tax, there may be greater sales; however, such a state may not be generating any more revenue for the Highway Trust Fund or for its own transportation spending.

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The Administration's proposal to eliminate most general fund support for mass transit, as well as discretionary capital, is in keeping with previous proposals. I recognize the desire on the part of the Administration to have a greater portion of transit spending financed by user fees. However, the intent of Congress in directing one cent of the 1982 motor fuel tax increase for transit was to supplement, not replace, current federal support. Since formula verses discretionary distribution will allow a greater number of states to receive more money from the Urban Mass Transportation Administration, this could be a palatable package, even though general fund support would be foregone. I can appreciate that the transit authorities might prefer the more stable source of trust fund dollars.

In the area of highway safety programs, the Administration proposes to institute a new bonus grant program for states that have adopted certain safety promotion measures. My position is that incentives are always preferable to mandates and sanctions. In your review of current and proposed highway safety programs, please examine them with an eye toward making the programs more results oriented and less rigidly programmatic. Incentive grants do work, if the criteria for compliance is realistically devised.

In closing, let me urge you to make the most of this opportunity to reauthorize federal highway and transit programs. Establish clear national goals that are supported at all governmental levels. Coordinate a national transportation policy with other policies such as the National Energy Policy and environmental regulations. A new transportation program that inherently encourages increased energy use or excessive vehicle use may be at cross-purposes with other national policy goals.

Strive to make the federal financial commitment equivalent to the role and responsibility of the federal government. Be particularly mindful in reworking formulas for distribution and particularly generous in the level of distribution. Remember your role as a partner with the states and collaborate and cooperate. And most importantly, restore the integrity of the transportation trust funds. The infrastructure needs are great in this country and erosions of the revenue necessary to revitalize the network should be curtailed.

Again, I appreciate the opportunity to appear before you and look forward to working with you on the reauthorization of the federal-aid highway and mass transit programs.

Testimony
of
Charles H. Smith

before

Joint Hearing
of the
Environment and Public Works Committee
Banking, Housing and Urban Affairs Committee

United States Senate

February 12, 1991
Tampa, Florida

SUMMARY

Testimony of Charles H. Smith to the United States Senate Committee Hearing on February 12, 1991 in Tampa, Florida.

The major points and conclusions in the attached statement are:

(1) The Florida high speed rail and maglev initiatives provide clear lessons for public-private partnerships and can serve as a model for the development of major transportation infrastructure projects.

(2) Private financing of high speed surface transportation (HSST) facilities using real estate value capture is difficult at best and probably cannot generate sufficient revenues to finance capital costs.

(3) Public funding will be needed at the front end to get projects started. Operating revenues may cover operating and maintenance costs and real estate revenues may contribute to some capital cost recovery over the life of the project.

(4) Foreign high speed rail systems are government funded and are built as part of the nation's basic transportation infrastructure. True high speed rail systems in high density corridors can generate sufficient revenues to pay off capital debt over time. In addition, high gasoline taxes and minimal highway networks are deterrents for auto usage.

(5) HSST systems should not be expected to be funded totally by private sector businesses. All other modes of transportation are heavily subsidized.

(6) Compared to other modes, HSST systems are more energy efficient, environmentally friendly and better support sound land use policies.

(7) HSST systems offer the only cost effective alternative in many major corridors to continued dependence on congested highways, crowded airports and dangerous airspace.

I. INTRODUCTION

I very much appreciate the opportunity to participate in this hearing on the important subject of our nation's transportation policies and systems. The reauthorization of the federal aid highway and public transit programs in 1991 presents us with a singular and historic opportunity to shape the transportation policies and infrastructure of this nation well into the next century.

Thirty-five years ago the Congress enacted another major transportation program that brought enormous economic progress to America through creation of the 43,000 mile interstate highway system, the finest anywhere in the world. No less extraordinary have been the advances in our aviation industry and services. The Federal Government has played a major role in this explosive growth, first through the funding of the airport and airways program and in 1979 through the deregulation of the airline industry. Numerous communities throughout the nation have undertaken to build subways, light rail, people movers and commuter rail systems using congressionally appropriated funds provided through the Urban Mass Transportation Administration.

Amtrak, the country's intercity rail operator, was established by an act of Congress in 1970 to take over the rapidly deteriorating passenger facilities and services of the private freight carriers, and over the past twenty years has dramatically

expanded its service and its ridership. Although Amtrak continues to require a federal subsidy, it is projected to cover 100% of its operating costs by the year 2000.

All of these transportation improvements have vastly expanded our transportation opportunities and are reshaping where and how our citizens live and work. The challenge before us is to preserve and maintain the transportation infrastructure we currently have; strive to integrate the various modes in a way that each mode can perform at maximum efficiency; and take advantage of new technologies to add to and expand our overall transport capacity.

Unfortunately, our intercity and regional rail facilities and services have not kept pace with the vast improvements in highway and air travel. Florida was one of the first states to recognize that its future transportation needs could not be met solely through the extensive and very fine highway network and airport systems we enjoy in this state. In 1982 Governor Bob Graham, by executive order, created a blue ribbon committee to begin planning for a statewide high speed rail system. This committee initiated and completed a comprehensive feasibility study in 1983 which concluded that a high speed rail system could be built in Florida and, with innovative financing and incentives, could be accomplished largely through private sector initiative. In 1984, the Florida Legislature enacted the Florida High Speed Rail Commission Act which formalized this public-private partnership and

created a seven-member Commission to oversee the development and implementation of high speed surface lines.

This Florida legislation was based on several unique concepts that are particularly pertinent to the subject of this hearing and to the reauthorization of federal transportation programs. The concepts embodied in the Florida High Speed Rail Act were to:

- stimulate and encourage public-private partnerships for transportation facilities and services,
- use value capture and real estate development as an incentive for private sector participation,
- plan high speed rail in a way to implement the state's growth management policies and local comprehensive plans,
- use high speed rail as a means to conserve energy, reduce reliance on imported oil and reduce pollutants resulting from these sources,
- plan high speed rail as an alternative to highway and airport construction as a way to minimize overall transportation expenditures,
- collocate high speed rail in existing transportation corridors to reduce costs and community and environmental impacts,
- use high speed rail as an economic stimulus by encouraging high technology industries, research and development and related employment opportunities,
- construct and integrate high speed rail systems with other modes of transportation to increase the combined capacity and efficiency of all of the systems, and
- encourage federal transportation related policies and programs that support these goals.

II. THE FLORIDA HIGH SPEED RAIL PROGRAM

With the enactment of the High Speed Rail Act in 1984, Florida embarked on an innovative and far-reaching program to meet its

future needs for an efficient transportation system by planning for a statewide high speed rail line. Several foreign and domestic technology companies, with both operating and prototype systems expressed interest in competing for a franchise to finance, build and operate the Florida system. The technologies included advanced electrified wheel-on-rail systems, magnetically levitated and propelled vehicles and linear induction motor technologies using advanced propulsion systems.

The Commission's broad mandate to plan and establish a high speed ground transportation system for Florida was based on the concept of a public-private partnership. This privatization approach to providing for major transportation facilities and services was unique and exclusive to the High Speed Rail Act of 1984 and its companion legislation, the Magnetic Levitation Demonstration Project Act which was enacted in 1988. Planning for both of these projects has been underway in Florida to provide a statewide high speed rail system initially connecting Tampa, Orlando and Miami with trains capable of operating in excess of 120 mph. The Maglev demonstration project is proposed to connect the Orlando International Airport with the tourist attractions located along International Drive in the vicinity of Walt Disney World.

Recognizing the difficulty in getting private sector financing for such huge projects, the High Speed Rail Act provided several important incentives for private enterprise to consider in planning

projects of this magnitude. The primary incentive was the opportunity to use real estate development as a means of financing the capital cost of the system. The Act authorized the use of joint development, benefit assessment districts, tax increment financing and the award of development rights as part of the franchise agreement. All of these methods were available to the applicant in developing their proposals. The Act also made available the state's power of eminent domain to acquire corridor property through condemnation if that were necessary.

The Commission was also directed to utilize to the maximum extent possible already existing highway and rail corridors as a means to minimize the cost of land acquisition to the applicant but also as a way to minimize additional environmental impacts. Finally, the Commission was authorized to issue tax-exempt bonds on behalf of the applicant. Any bonds issued under this provision would have to be secured solely from the assets or revenues of the private sector franchisee. No public funds derived from the taxing authority of the state or local jurisdiction was to be used to secure any bonds issued for this purpose.

As the application process progressed, two companies submitted their plans in 1988 for the Commission to review. The Florida High Speed Rail Corporation submitted a plan using Swedish high speed rail technology with financing based totally on real estate development revenues. The TGV Company of Florida based its plans

on the French developed TGV high speed train systems but indicated that it would require public funding to initiate its program.

In summation, the Act envisioned that in return for a private sector high speed rail franchise in which the private sector would assume financial risk for corridor construction, the state would grant significant real estate development rights on behalf of the successful applicant. Along with the other incentives this implied that public financial investments in the form of subsidies or grants would not be required.

On July 3, 1990 the Corporation filed a plan with the Commission calling for $6.5 billion to be generated through benefit assessment districts over a 30-year period to pay for the capital construction costs of the system of $3.5 billion and related debt service costs. The magnitude of this concept was viewed with skepticism, particularly by local governments who would have to set up the benefit assessment districts, and by the Commission which would have to help seek state legislation to implement this program. Because of this, the Commission directed the Corporation to prepare a legislative program to implement the concept and present that proposal to the Commission for further review.

On November 15, 1990 the Corporation submitted its legislative implementation proposal, but completely changed the financing plan. The November 15 proposal recognized that real estate development

rights could not generate sufficient value to finance the proposal and as a result the Corporation proposed a 2.5 cent gas tax and other fees as a basis for financing their high speed rail plan. Because of this complete reversal in the approach the Corporation was taking to financing, the Commission postponed further processing of the Corporation's application until after the 1991 session of the Florida Legislature.

The question that will be posed to the legislature will be to consider whether public funding should be made available for the high speed rail project. Given the state's current overall financial picture it is unlikely that any public funds will be authorized at the regular session to begin construction of the system, although some funding may be authorized to initiate preliminary engineering on at least a portion of the proposed line.

The Florida high speed rail process not only explored some new and innovative ways to develop transportation, but also raised a number of issues that must be addressed in trying to develop these new systems. These issues involve the full range of topics that are the subject of this Senate Hearing taking place today. Let me review several of the more important ones.

III. PUBLIC-PRIVATE PARTNERSHIPS

A major question raised by the Florida process is whether it is possible to forge joint public-private partnerships with

sufficient resources and capability to provide for major transportation infrastructure and services? Although the Florida high speed rail project has not yet achieved this goal, the Maglev demonstration project is proceeding as a public-private partnership in which the total funding of this $450 million high-tech, state of the art maglev train will be provided totally by private sector interests and financing. The public part of this partnership has been to provide an expedited permitting process utilizing the state's regulatory authority over environmental matters, and state and local authority over land use developments. The Commission, along with several state and local agencies has worked closely with the private company to establish the conditions under which a project of this magnitude can be constructed and operated in the private sector. These conditions and other recommendations will be incorporated in a final certification order to be issued by the Governor and Cabinet which will authorize the construction of this project.

In developing an effective public-private partnership it is imperative that the public sector create through public law the ground rules and incentives that will allow this process to proceed smoothly. The successful implementation of high speed rail projects anywhere in the country will be dependent to a large extent on the ability of state governments to craft public-private partnerships to finance these systems. These partnerships will not be successful without major governmental commitments to help fund

the infrastructure and right of way for such projects. In addition to funds, the governmental commitment must be bolstered by a willingness to adjust regulatory programs such as zoning and land use, traffic management and environmental mitigation to encourage high speed rail. After several years of reviewing proposals from private sector sponsors for the Florida project, it is clear that a major public commitment for funding infrastructure will be essential.

The basic premise set forth in the High Speed Rail Act was that enhanced value created in real property by the development of the high speed rail system could be "captured" through a variety of value capture mechanisms. The special assessment districts and tax increment financing are based on the view that increases in property value would not have occurred without the presence of the high speed rail system. Others such as joint property development and impact fee assessments rely on the ability of the applicant to secure economic returns from development rights for properties close to or linked to the high speed rail system.

While there is no doubt about the increased value of properties close to or associated with a major transportation facility considerable difficulties result when any attempt is made to capture or internalize these economic windfalls into a stream of earnings to help pay for capital costs. Further, considerable doubt exists as to the magnitude of these "innovative financing" mechanisms and the wisdom of relying on these approaches to pay for

substantial portions of public transportation systems.

IV. FINANCIAL PERFORMANCE OF RAIL SYSTEMS IN EUROPE

The need for public investment as a precondition to moving ahead with major new high speed rail systems is not surprising because international consortiums engaged in these proposals are predominantly European and Japanese and they have the world's most extensive experience with financing, building and operating high speed rail lines.

The French have experienced the phenomenally successful operation of the TGV for almost ten years since the first line from Paris to Lyon opened in 1981. The success of this line is well established--technically, commercially, financially and operationally. This first TGV line has done so well that it will pay off its government subsidy in less than ten years from operating revenues. The second French high speed rail line, the Atlantique, was started in 1985 and opened for revenue service in September 1990 with estimated capital costs of $2.5 billion.

In Germany the Federal Infrastructure Plan proposes that by 1995 all internal passenger trips within the country should be made by high speed ground transportation to relieve the insatiable demands on the air and auto travel modes. Throughout Europe and Japan high speed systems have been heavily financed with government funds. However, because of the population densities, a long

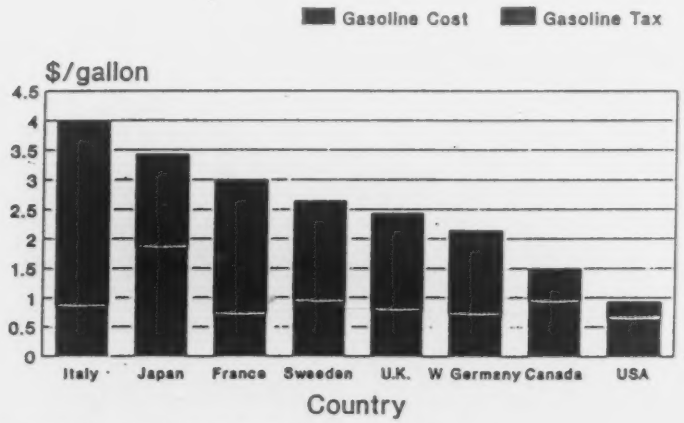
history of rail travel and the realistic pricing of competitive forms of transportation, the high speed rail systems in these countries can generate high levels of ridership that in turn produce sufficient revenues to not only cover operating costs but also contribute significantly (or totally in some cases) to capital costs.

In Sweden, until recently, the Swedish National Railroads (SJ) was a government owned system. In 1989 the Swedish Parliament divided the rail system into two entities. One, the operating company or the Swedish National Railroad and two, the National Rail Administration, which owns the track bed and other infrastructure. The Swedish philosophy was that the infrastructure should be separated from railway operations so that the entire cost of the road bed would not have to be borne by the passengers using the trains on the system. After all, truck and bus companies do not own the roads nor do shipping companies the harbors nor airlines the airports. The Swedish theory is that the railroad operators should not necessarily have to bear the full cost of the tracks or other rail infrastructure when competitors such as the airlines do not have to own the infrastructure on and in which they operate. This ownership arrangement becomes the critical equalizing factor for evaluation of the deployment of rail services across the world and may have important implications for high speed rail systems to be developed in the United States.

A major difference between the U.S. and European countries is the amount of taxes paid on a gallon of gas. The following figure provides a graph of the cost of gasoline and the gasoline taxes for several European countries. With the exception of Japan, the production cost of gasoline is approximately the same. However, the taxes added to that gallon are substantially higher in every country than in the U.S. A review of the price of refined gasoline in constant dollars would show that the real price of a gallon of gasoline in the U.S. has in fact fallen dramatically over the past decade.

FIGURE 1

GASOLINE PRICES
For Selected Countries 1988



Transportation Energy Data Book, Vol 10

The result of these extremely low gasoline prices wind up encouraging considerable excess consumption and reliance on the

automobile as the preferred means of transportation in most of our major metropolitan areas. Under these circumstances it is difficult for alternative modes of transportation utilizing fixed guideway systems to compete.

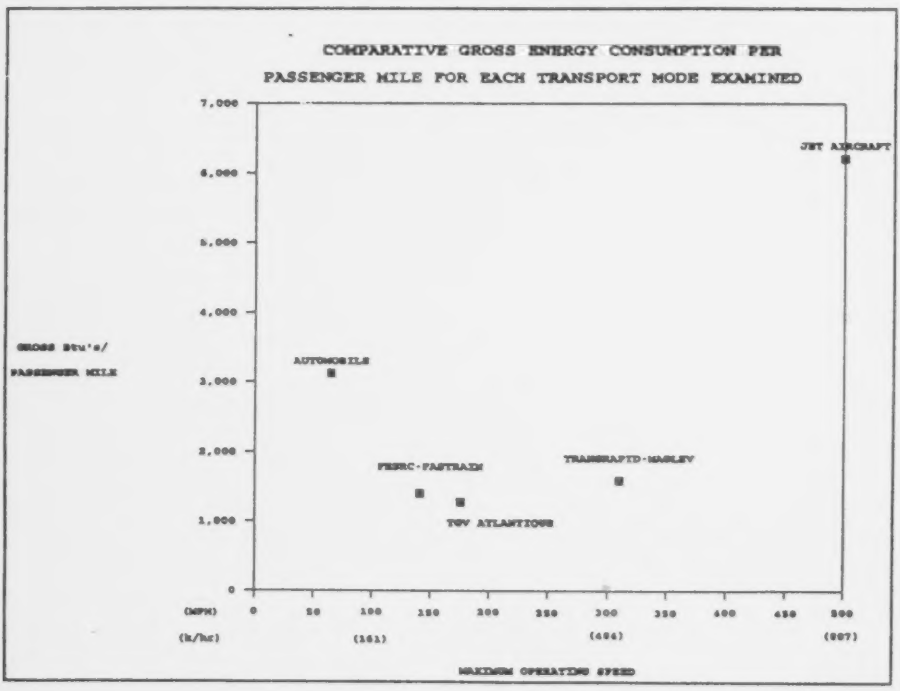
V. ENERGY, CONSERVATION AND ENVIRONMENTAL PROTECTION

In considering reauthorization of transportation programs, the Congress should ensure that these programs are not only consistent with energy and environmental laws and policies but that they also enhance compliance with the stated policies. With respect to the Clean Air Act, electrified high speed intercity and urban commuter rail services are essential for the nation to achieve and maintain national ambient air quality standards in those non-attainment areas where failure to comply with the standards is caused by motor vehicles. The reauthorization of transportation programs should provide specific requirements that federal funding for highways and other improvements for motor vehicle travel in non-attainment areas be coupled with improvements to enhance ridership on rail or public transit systems. Such a policy will stimulate the development of fixed guideway systems for intercity and urban area travel.

The environmental and energy benefits of high speed rail and maglev systems are directly related to the technology's electrical energy supply, and the diversity and control of the sources of fuels which generate that power. Central generation facilities can

use diverse sources of fuel in a more environmentally efficient form and can control their emissions far more effectively than competing auto and aircraft sources.

High speed rail and maglev systems generally have two to three times the gross energy efficiency of the automobile while offering average commuting speeds three to six times faster than the auto. Comparably, high speed rail and maglev maintain considerable energy efficiency advantages over air travel while offering competitive transportation time service levels. Florida high speed rail studies indicate that the high speed rail/maglev systems enjoy a gross energy consumption efficiency of between four to five times that of the airplane. Figure 2 illustrates this point.



As described above, the two proposed Florida high speed rail/maglev systems consume between 1,148 to 1,570 btu's per passenger mile compared to 3,125 and 6,220 btu's per passenger mile for the auto and airplane respectively. These efficiencies can vary according to the technology under examination, the average operating speed, occupancy rates and a variety of other systems' characteristics. Generally, however, we can identify a number of benefits related to energy conservation and pollution reduction associated with high speed surface transportation systems. For example:

(1) Travel time savings. Based on the Florida high speed rail projects, travelers within Florida could receive between $48 and $80 million in travel benefits in one year alone from implementation of these systems within the state.

(2) Benefits of reduced automobile maintenance and vehicle wear. With the substitution of the high speed rail and maglev systems for the personal automobile the reduced use and related wear and tear on millions of individual automobiles annually will be avoided. It is estimated that statewide potential benefits from foregone automobile wear and maintenance expenses for 1999 from both a high speed rail and maglev system in place will range from $28 to $37 million for 1999 alone.

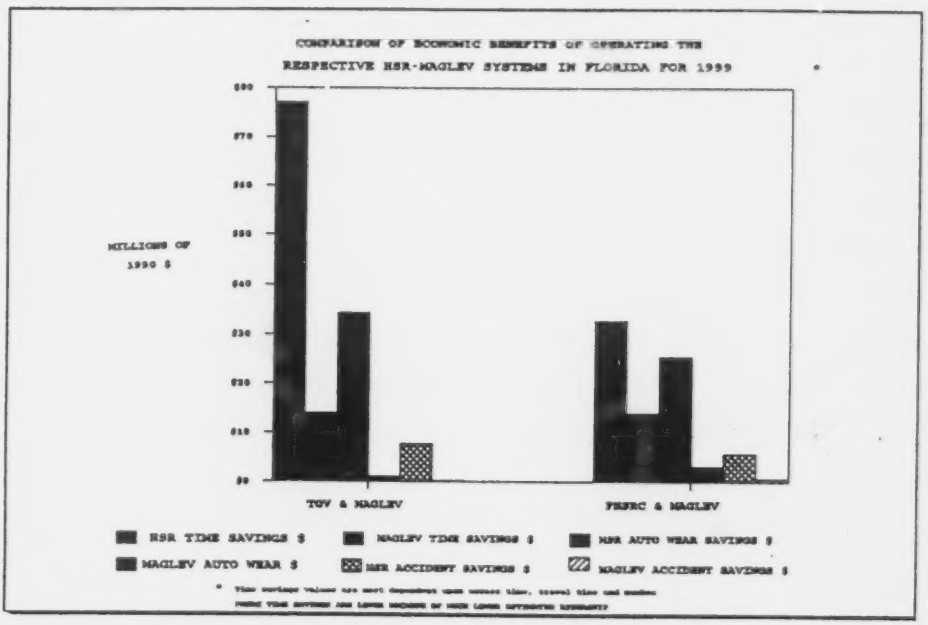
(3) Reduction in automobile accidents and reduced property and injury losses. In Florida, the potential benefits from the high speed rail system are $5.7 million per year and for the maglev proposal are approximately $.7 million per year by 1999. Combining the high speed rail and maglev systems results in an annual 1999 statewide savings in automobile accident costs of between $6.4 to $8.4 million.

(4) Economic benefits of increasing employment and income. Both the high speed rail and maglev systems are completely new projects that will draw to the state both new financial resources and new basis of high tech manufacturing and research. The maglev project, for example, could generate the following economic benefits.

- $300 million in direct local expenditures
- $75 million in direct regional income
- $15 million in state and local taxes
- $45 million in annual operating and maintenance costs

Employment benefits would produce a substantial number of jobs as well, perhaps as many as 1,500 construction jobs during the construction of the system and 350 permanent jobs to operate the system. These jobs in turn will contribute substantial revenue to the economy and to the tax base of the state. Research into some of these factors prepared by the Commission staff are illustrated in the following table.

FIGURE 3


COMPARISON OF ECONOMIC BENEFITS OF OPERATING THE
RESPECTIVE HSR-MAGLEV SYSTEMS IN FLORIDA FOR 1999
MILLIONS OF
1990 $
TOV & MAGLEV
FERC & MAGLEV
HSR TIME SAVINGS $
MAGLEV TIME SAVINGS $
HSR AUTO WEAR SAVINGS $
MAGLEV AUTO WEAR $
HSR ACCIDENT SAVINGS $
MAGLEV ACCIDENT SAVINGS $

VI. FEDERAL ROLE FOR HIGH SPEED TRANSPORTATION

Florida's high speed rail and maglev offer some important guidance in the development of a national legislative agenda and to establish a role for the federal government to assure that these

new and innovative systems become a part of our national transportation infrastructure. Let me illustrate.

The Florida high speed rail projects will use existing state owned highway and rail corridors where they are suitable for high speed rail operations. Federal highway rights of way should also be made available for high speed rail/maglev in order to minimize cost and additional transportation impact. We believe an amendment to the surface transportation act is warranted in order to allow high speed train systems to be constructed and operated on or adjacent to highway rights of way at no cost or at very low cost to the partnerships undertaking such venture. It is vital that this effort be undertaken this year as this act is amended only every five years or so.

Grade crossing elimination and safety improvements are essential for high speed train operations. Where high speed trains are proposed for operations in existing rail corridors a substantial and continuing source of federal funds should be made available to assure that highways and auto traffic are grade separated from the rail line. The $1.6 billion federal Northeast Corridor Improvement Project completed in 1982 accomplished this for the Amtrak high speed corridor between Washington and New York. Similar levels of funding are needed for projects that are underway in several states.

The Federal Railroad Administration (FRA) recently proposed partially funding demonstration lines in different parts of the nation. Such demonstration projects could go a long way in proving the feasibility and acceptance of these new technologies, permit final operational tests and safety assurances, and provide conclusive cost evaluations for systems that have not been constructed or operated in the U.S. heretofore. The Florida Maglev Demonstration Project is an excellent model for this approach and the FRA is using this as a way to assess this technology and develop appropriate safety standards. As part of our plans we expect the private applicants to document how their systems will comply with any applicable federal or state safety regulations and/or whether waivers from some of these regulations would be appropriate.

Federal involvement in rail safety is a critical area of federal responsibility and should be adequately funded at the federal level. The Florida Commission and the technology suppliers are working closely with FRA to determine appropriate standards and regulations for the maglev project under a three party agreement between the Commission, the FRA and the German Ministry of Transportation. The efforts and accomplishments of the FRA, under the direction of FRA Administrator Gilbert Carmichael over the past year and a half, have been outstanding. In developing regulations for new technologies that may be applicable on a national basis, we would encourage FRA to recognize the safety records of the systems

we are considering and the data and analysis available from foreign operations.

The federal government has an important role in assuring compliance and coordination with environmental laws. At our request the Council of Environmental Quality delegated to the FRA the responsibility to assist the Florida Commission in complying with the National Environmental Policy Act. Federal environmental protection programs should recognize the unique and positive impacts that high capacity fixed guideway systems can have on environmental resources.

VII. CONCLUSION

This report has outlined just a few of opportunities we have available as we enter this last decade of this century. The U.S. is on the threshold of a new era in transportation and there is little doubt that high speed, high tech surface systems must be part of our 21st century system. I hope our experience in Florida can help lead the way for the rest of the nation. Thank you, Mr. Chairman for this opportunity to speak on this important issue.

am/USS-HRG.sp
February 7, 1991

CUTR

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Statement by Gary L. Brosch
Director
Center for Urban Transportation Research
University of South Florida
on
Reauthorization of the Federal Surface Transportation Programs

March 1991

As a follow up to my oral testimony at the United States Senate field hearing on reauthorization of the federal surface transportation programs in Tampa, Florida on February 12, 1991 I would like to emphasize seven points:

1. **Modal Neutrality.** Governmental actions, including funding and matching requirements, should not favor or promote one mode over another unless necessary to achieve clearly articulated social goals or to capture clearly defined external benefits and costs. For instance, the current tax exemption for employer-provided parking should be eliminated. If the elimination of such subsidies is politically infeasible, the second best solution is to equalize subsidies across modes. In the case of the parking subsidy, equalization could be accomplished by making employer-provided transit subsidies tax exempt to the same extent as parking subsidies are.

2. **Full-Cost Pricing.** National transportation policy should encourage the allocation of transportation resources on the basis of sound economic principles (i.e., consideration and comparison of all costs and all benefits). Resources will be most efficiently distributed if users of all modes are required to pay the full cost (private and social) of their travel. If subsidies are needed for equity reasons, user-side subsidies may be more effective and less wasteful of resources than supply-side subsidies.

3. **Flexibility.** States and local areas differ in their transportation needs and preferences. For the most cost-effective solutions to transportation problems to be achieved, local areas need to be given more flexibility in addressing local transportation problems. As long as they are consistent with overall national objectives, local areas should be permitted to set transportation project priorities based on local needs and preferences. This should include the authority to decide on the allocation of federal funds between transit and highway uses and between capital and operating needs. The administration's proposal to allow the use of federal transportation funds for toll projects is a step in the right direction.

The University of South Florida is an Affirmative Action/Equal Opportunity Institution.

4. **Fair Share.** Highway Trust Fund allocation formulas based on variables that represented funding needs in 1916 no longer are accurate or reasonable indicators of the needs of high growth and rapidly urbanizing states such as Florida. In 1990, Florida received back from the federal government only 53 percent of the Highway Trust Fund dollars collected from the state, and the state is estimated to receive 61 percent back in 1991. The current method of distributing the trust fund monies among the states places an unfair burden upon the citizens of Florida and makes it difficult for the state to meet their transportation needs.

5. **Research.** The administration's proposal to increase emphasis on basic and applied transportation research is appropriate and will return substantial benefits. Investments in transportation research promote the objective of getting the maximum product from available funding. Applied research, policy analysis, and technology transfer can insure that the most cost-effective solutions to transportation problems are implemented, that resources are focused on the highest priority problems, and that the products delivered reflect the latest in proven state-of-the-art solutions.

6. **Elderly and Disabled.** Particularly needed is more research that addresses the mobility problems of our less advantaged citizens, especially the elderly and disabled. For many persons, one of the more frightening aspects of growing old is losing one's driver's license and the independence that goes with it. That single event--the losing of the driver's license--often forces elderly persons to leave their homes and move into nursing homes, at tremendous social and economic costs. Currently, we have no good alternative for these persons as far as maintaining their mobility and independence is concerned. We need to find one.

7. **U.S. DOT National Center at USF.** The administration proposes to establish three National Centers for Transportation Research and Education that will focus, respectively, on magnetic levitation, safety, and mass transit. The University of South Florida (USF) believes that the state and nation will be well served if the national center for mass transit is located at USF and made a part of the Center for Urban Transportation Research (CUTR).

   In the three years since its establishment, CUTR has been an unqualified success. It is now a nationally recognized research center with a staff of 31, including economists, urban planners, public administrators, engineers, and others. It has generated over $2 million in externally sponsored research funding and has performed important research in a number of areas to assist state and local governments, the federal government, and other public and private agencies in dealing with complex public policy issues related to transportation.

   The proposed mass transit center would be a partnership with the state, which has already committed $1.5 million a year to CUTR for transportation research, and with the other members of the state university system. By combining the proposed federal funds with the already committed state funds, the proposed national center at USF would be in an excellent position to contribute substantially to national research efforts to improve mobility throughout the country.

STATEMENT OF GILBERT M. ROBERT
TRI-COUNTY COMMUTER RAIL AUTHORITY
EXECUTIVE DIRECTOR

TO
THE UNITED STATES SENATE COMMITTEE
ON ENVIRONMENT AND PUBLIC WORKS

SUBCOMMITTEE ON
WATER RESOURCES, TRANSPORTATION
AND INFRASTRUCTURE

CONCERNING THE
REAUTHORIZATION OF THE
FEDERAL-AID HIGHWAY
AND PUBLIC TRANSIT PROGRAMS

FIELD HEARING IN TAMPA, FLORIDA
FEBRUARY 12, 1991

THE HONORABLE UNITED STATES SENATOR ROBERT GRAHAM AND DISTINGUISHED MEMBERS OF THE SENATE COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS AND ITS SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION AND INFRASTRUCTURE.

MY NAME IS GILBERT M. ROBERT AND I AM THE EXECUTIVE DIRECTOR OF TRI-RAIL, THE NATION'S NEWEST COMMUTER RAIL SYSTEM, THE LAST HAVING BEEN ESTABLISHED MORE THAN TWO DECADES AGO.

IT IS MY PLEASURE TO BE ABLE TO PRESENT TO YOU MY VIEW OF THE NEED FOR IMPROVED MASS TRANSPORTATION SYSTEMS THROUGHOUT THE COUNTRY AND THE DEPARTMENT OF TRANSPORTATION'S (DOT'S) REAUTHORIZATION PROPOSAL TO CONGRESS.

INDEED, I BRING TO YOU A VIEW THAT IS DIFFERENT FROM MANY OF MY ESTEEMED COLLEAGUES IN MASS TRANSPORTATION SYSTEMS THAT HAVE SERVED THIS COUNTRY'S INFRASTRUCTURE NEEDS FOR THE PAST SEVERAL CENTURIES.

TRI-RAIL IS A 67-MILE COMMUTER RAIL SYSTEM RUNNING BETWEEN WEST PALM BEACH AND MIAMI IN THE SOUTH FLORIDA REGION, A REGION UNIQUE IN POPULATION, LIFESTYLE AND ENVIRONMENTAL CONCERNS.

THE DEVELOPMENT OF A TRANSPORTATION SYSTEM AT THIS TIME IN AMERICAN HISTORY WHEN INNOVATIVE AND CREATIVE TRENDS IN TRANSPORTATION ARE COMING TO THE FOREFRONT, CREATES FOR US A CHALLENGE. INDEED, TRI-RAIL IS THE NATION'S ONLY VIABLE MODEL OF A COMMUTER RAIL SYSTEM THAT HAS BEEN ESTABLISHED UTILIZING THE FUNDAMENTALS OF IMPROVED PUBLIC/PRIVATE SECTOR PARTNERSHIPS AND WELL-COORDINATED ACTIVITIES BETWEEN TRANSPORTATION MODES.

IN ORDER TO BETTER ACQUAINT YOU WITH THE REALISTIC APPLICATION OF THESE TWO PHILOSOPHIES, LET ME PROVIDE YOU WITH A SHORT BACKGROUND INTO THE HISTORY OF TRI-RAIL.

IN 1985 RECOGNIZING THE NEED FOR IMPROVED TRANSPORTATION IN THE SOUTH FLORIDA REGION, A TRI-COUNTY COMMITTEE ON REGIONAL TRANSPORTATION RECOMMENDED THE INSTITUTION OF COMMUTER RAIL IN SOUTH FLORIDA TO LINK TOGETHER THE AREAS OF DADE, BROWARD AND PALM BEACH COUNTIES. INITIALLY CONCEIVED AS A MAINTENANCE OF TRAFFIC, SHORT-TERM ANSWER TO THE POTENTIAL GRIDLOCK ANTICIPATED DURING THE RECONSTRUCTION OF INTERSTATE 95, TRI-RAIL WAS DESIGNED TO ACCOMMODATE DAILY WORKING COMMUTERS NEEDING TO TRAVEL THROUGHOUT THE REGION AND BETWEEN COUNTIES. SUBURBAN HOUSING TRENDS, INCREASED POPULATIONS IN THE THREE COUNTIES AND THE RESULTING INCREASE IN INTERCITY TRAVEL BETWEEN BUSINESS AND RESIDENTIAL LOCATIONS CREATED THE INITIAL NEED FOR IMPROVED MASS TRANSPORTATION IN THE REGION.

WITH THIS AS A BASIS, A COMMUTER RAIL BOARD WAS ESTABLISHED AND FUNDING WAS SECURED FROM THE FEDERAL HIGHWAY ADMINISTRATION, THE FLORIDA DEPARTMENT OF TRANSPORTATION AND THE FEDERAL RAILROAD ADMINISTRATION.

UTILIZING MANY CONTEMPORARY AND INNOVATIVE PLANNING FUNCTIONS, THE TRI-RAIL SYSTEM WAS ESTABLISHED, BRINGING TOGETHER A UNIQUE BLEND OF SUPPORT FROM THE LOCAL, STATE AND FEDERAL LEVELS WITH FUNDING SHARED AMONG THE THREE. IN FACT, TRI-RAIL HAS SERVED AS A MODEL PROGRAM WITHIN THE REGION FOR THE THREE COUNTIES WORKING TOGETHER ON ONE PROJECT BENEFITING THE ENTIRE REGION.

ON THE LOCAL LFVEL, COUNTY GOVERNMENTS IN DADE, BROWARD AND PALM BEACH EACH AGREED TO PARTICIPATE IN TRI-RAIL BY SUBSIDIZING THE COST OF A FEEDER SYSTEM, INCLUDING EXCLUSIVE TRI-RAIL SHUTTLE BUSES, INTEGRATION WITH THE EXISTING COUNTY BUS SYSTEMS AND THE METRORAIL/METROMOVER SYSTEM IN DADE COUNTY. STATE GOVERNMENT, THROUGH THE FLORIDA DEPARTMENT OF TRANSPORTATION, PURCHASED 81-MILES OF THE CSX CORRIDOR FOR TRI-RAIL AND OTHER FUTURE TRANSPORTATION NEEDS, AND ASSISTS IN THE OPERATING COSTS OF THE SYSTEM, AND THE FEDERAL GOVERNMENT PARTICIPATED WITH THE APPROPRIATION OF A LOAN FROM THE FEDERAL RAILROAD ADMINISTRATION.

UNCERTAIN ABOUT THE LONGEVITY OF THE PROJECT, THE INITIAL ORGANIZERS OF TRI-RAIL INITIATED A COST-EFFECTIVE AND UNIQUE OPERATING SYSTEM BY CONTRACTING THE MAJORITY OF OPERATING FUNCTIONS TO PRIVATE ENTERPRISE, ALLOWING FOR A SMALL, VIRTUALLY CONTRACT-MANAGEMENT STAFF TO OVERSEE THE OPERATIONS.

AS OTHER SYSTEMS AROUND THE COUNTRY PONDER THE LACK OF COORDINATION BETWEEN TRANSPORTATION MODES AND BETWEEN THE PUBLIC AND PRIVATE SECTORS, TRI-RAIL IS A UNIQUE MODEL PROVING THAT IF GIVEN TOP PRIORITY IN THE PLANNING PROCESS THESE INITIATIVES ARE VIABLE.

A ROLE MODEL IN COORDINATION OF TRANSPORTATION MODES

THE COORDINATION BETWEEN TRANSPORTATION MODES IS AN INTEGRAL PART OF THE TRI-RAIL SYSTEM, AND ONE THAT HAS REQUIRED THE COMMITMENT ON THE PART OF LOCAL AND STATE GOVERNMENT.

RUNNING THROUGH AN EXISTING CORRIDOR, TRI-RAIL'S STATIONS ARE LOCATED IN INDUSTRIAL PARTS OF THE COMMUNITIES RATHER THAN THE URBAN, DOWNTOWN BUSINESS DISTRICTS. AS A RESULT, CAREFUL COORDINATION BETWEEN THE COMMUTER RAIL AND ITS FEEDER SYSTEMS IS FUNDAMENTAL TO THE SUCCESS OF TRI-RAIL.

ON THE LOCAL LEVEL, THE TRI-RAIL BOARD OPTED TO GIVE EACH COUNTY ITS OPPORTUNITY TO PARTICIPATE IN THE DESIGN OF THE SYSTEM BY SELECTING THE LOCATION OF ITS STATION STOPS AND BY DEVELOPING THE FEEDER SYSTEM IN ITS AREA. AS A RESULT, LOCAL GOVERNMENT HAS BEEN RESPONSIBLE, BOTH FISCALLY AND OPERATIONALLY, FOR THE FEEDER SYSTEM. IN EACH OF THE THREE COUNTIES, COUNTY GOVERNMENT BOTH PAYS FOR THE FEEDER OPERATION, ESTIMATED TO COST AN ANNUAL $2.8 MILLION. EACH COUNTY ALSO IS RESPONSIBLE FOR PROVIDING OR CONTRACTING WITH THE PRIVATE SECTOR FOR THE PROVISION OF EXCLUSIVE SHUTTLE BUS SERVICE BETWEEN THE TRI-RAIL STATION AND THE

COMMUNITY'S BUSINESS DISTRICTS. TWO COUNTIES HAVE SELECTED TO PROVIDE THE SERVICE THROUGH ITS EXISTING TRANSIT AGENCIES, WHILE ONE COUNTY HAS CONTRACTED WITH AN INDEPENDENT FIRM TO PROVIDE THE SERVICE. IN ADDITION TO PROVIDING EXCLUSIVE SHUTTLE BUS SERVICE, EMPHASIS HAS BEEN PUT ON THE IMPROVED INTEGRATION OF THE EXISTING COUNTY BUS SYSTEM WITH THE COMMUTER RAIL SYSTEM. IN THIS WAY, TRI-RAIL RIDERS HAVE GREATER ACCESS TO MANY MORE DESTINATIONS AND IMPROVED FLEXIBILITY OF TRAVEL AT NO ADDITIONAL COST TO THE COUNTY OR ITS TAXPAYERS.

THE TRI-RAIL SYSTEM, WITH ITS INTEGRATION OF COMMUTER RAIL, EXCLUSIVE SHUTTLE BUS SERVICE IN THREE COUNTIES, LIGHT RAIL IN ONE COUNTY AND THREE EXISTING COUNTY BUS SERVICES, IS A UNIQUE MODEL OF COORDINATION BETWEEN TRANSPORTATION MODES AND THE PUBLIC'S ACCEPTANCE OF INTERMODAL TRAVEL.

AS IS TRUE IN ANY NEW PROJECT, COORDINATION IS ALWAYS SUBJECT TO IMPROVEMENT AND THAT IS SOMETHING THAT IS CONTINUALLY BEING ADDRESSED AS PUBLIC DEMANDS ARE MADE FOR EXPANDED SERVICES.

A ROLE MODEL IN PUBLIC/PRIVATE PARTNERSHIPS

JUST AS IMPORTANT TO THE TRI-RAIL SYSTEM, IS THE COORDINATION BETWEEN THE PUBLIC AND PRIVATE SECTORS AS TRI-RAIL, ALTHOUGH A PUBLIC ENTITY, IS LARGELY OPERATED BY PRIVATE ENTERPRISE.

EFFICIENCY IN DEVELOPING A WELL-TRAINED STAFF IN A RELATIVELY SHORT TIME FRAME RESULTED IN THE CONTRACT-MANAGEMENT OF MANY SEGMENTS OF THE TRI-RAIL OPERATION. IN FACT, TRI-RAIL TRAINS ARE OPERATED AND MAINTAINED BY A CONTRACT OPERATOR, UTDC TRANSIT SERVICES, INC. THE TICKETING AND ACCOUNTING FUNCTIONS ARE PROVIDED BY ANOTHER PRIVATE SECTOR COMPANY, ATE/RYDER, AND THE SYSTEM SECURITY IS CONTRACTED TO THE BROWARD SHERIFF'S OFFICE AND PALM BEACH SHERIFF'S OFFICES.

THE RESULT IS A TEAM OF PROFESSIONALS WITH A VAST ARRAY OF TRANSIT EXPERIENCE ASSEMBLED IN A SHORT PERIOD OF TIME IN A REGION SHORT OF TRANSIT PROFESSIONALS. THIS CONTRACT-MANAGEMENT STYLE OF OPERATION HAS ALLOWED THE TRI-RAIL SYSTEM TO NOT ONLY MEET THE INITIAL STAFFING DEMANDS, BUT HAS PROVIDED FLEXIBILITY FOR THE SYSTEM STARTED WITH AN UNCERTAINTY ABOUT ITS LENGTH OF EXISTENCE. AN AGGRESSIVE, YOUNG, MANAGEMENT TEAM WITH DIVERSE BACKGROUNDS IN RAIL AND OTHER TRANSIT MODES OVERSEES THE CONTRACT MANAGERS AND DEVELOPS GOALS FOR IMPROVED AND EXPANDED OPERATIONS TO BETTER SERVE THE COMMUNITY.

CHANGING THE COMMUTING HABITS OF SOUTH FLORIDIANS

AS A RESULT OF THE PLANNING EFFORTS AND DAY-TO-DAY IMPLEMENTATION, TRI-RAIL HAS BECOME WELL ACCEPTED AMONG THE RESIDENTS OF SOUTH FLORIDA. IN THE PAST YEAR ALONE, RIDERSHIP HAS INCREASED 140

PERCENT, WITH MORE THAN 8,000 PEOPLE A DAY NOW USING TRI-RAIL AS AN ALTERNATIVE TO DRIVING. IN THE PAST YEAR, SERVICE EXPANSIONS HELPED TO BROADEN THE PASSENGER BASE. MORE THAN 150 SCHOOL CHILDREN DAILY USE TRI-RAIL TO GET TO AND FROM SCHOOL IN PALM BEACH COUNTY, AND RIDERSHIP AMONG WHEELCHAIR-BOUND PASSENGERS INCREASED 89 PERCENT, BUSINESS PEOPLE HAVE OPTED FOR TRI-RAIL IN LARGER NUMBERS WITH THE INSTITUTION OF INCREASED SERVICE HOURS. MANY SENIOR CITIZENS ARE FOR THE FIRST TIME ABLE TO TRAVEL THROUGHOUT THE REGION FOR SHOPPING OR MEDICAL NEEDS. VISITORS ARE USING TRI-RAIL TO REACH TOURIST DESTINATIONS THROUGHOUT THE AREA WHICH WOULD NOT HAVE BEEN AVAILABLE WITHOUT A CAR.

IN 1990, TRI-RAIL CARRIED 1,450,838 PASSENGERS, AN INCREASE OF 87 PERCENT OVER THE 774,920 PASSENGERS CARRIED ON TRI-RAIL IN 1989. AS TRI-RAIL LOOKS TO THE FUTURE NOW AS A PERMANENT PART OF THE TRANSPORTATION INFRASTRUCTURE OF SOUTH FLORIDA, THESE FUNDAMENTALS OF INTERMODAL COORDINATION ARE ESSENTIAL TO THE FUTURE DEVELOPMENT OF THE SYSTEM.

THE NEED FOR FEDERAL SUPPORT OF LOCAL MASS TRANSPORTATION PROJECTS

AS THE NATION'S LEADERS LOOK TO FULFILL PRESIDENT BUSH'S JANUARY CALL FOR "A BLUEPRINT FOR A NEW NATIONAL HIGHWAY SYSTEM", FLEXIBILITY IN SPENDING TO ALLOW FOR NEW, INNOVATIVE SOLUTIONS TO THE NATION'S TRANSPORTATION NEEDS THROUGH INCREASED FUNDING OF MASS TRANSPORTATION PROJECTS WILL BE CRITICAL. LOCAL ISSUES, SUCH AS REGIONAL TRANSPORTATION NEEDS, CAN -- AND SHOULD -- BE DETERMINED ON THE LOCAL LEVEL BY STATE GOVERNMENT. GREATER FLEXIBILITY IN FUNDING WILL ALLOW STATES TO DETERMINE WHICH METHOD OF TRANSPORTATION WILL BEST MEET THEIR INDIVIDUALIZED NEEDS, WHETHER IT BE THROUGH IMPROVED OR EXPANDED HIGHWAYS OR NEW OR EXPANDED MASS TRANSPORTATION ALTERNATIVES.

LOCAL MASS TRANSPORTATION SYSTEMS SUCH AS TRI-RAIL NEED THE SUPPORT OF THE FEDERAL GOVERNMENT IN ORDER TO SUCCEED. THE PROPOSED REAUTHORIZATION PLAN DISCOURAGES THE DEVELOPMENT OF NEW MASS TRANSPORTATION SYSTEMS BY PROMOTING GREATER FEDERAL MONETARY SUPPORT FOR HIGHWAY PROJECTS. REDUCING THE CURRENT 80-20 MATCH TO A 60-40 RATIO IN EFFECT REDUCES THE FEDERAL SUPPORT FOR SUCH PROJECTS, AND IS CLEARLY BIASED AGAINST PUBLIC TRANSPORTATION.

WHEN COMBINED WITH THE FACT THAT PUBLIC TRANSIT FUNDING IS INCREASING BY A MINIMAL TWO PERCENT WHILE ROADS AND HIGHWAY FUNDING IS INCREASING BY 25 PERCENT, MASS TRANSPORTATION IN GENERAL WILL NOT BE ABLE TO KEEP PACE WITH THE PRESENT SERVICE LEVELS WHEN INFLATIONARY COSTS ARE TAKEN INTO CONSIDERATION.

TRI-RAIL DOES NOT SUPPORT THE CONCEPT OF THE ELIMINATION OF OPERATING FUNDS FOR MASS TRANSPORTATION SYSTEMS IN URBAN AREAS WITH POPULATIONS OF OVER ONE MILLION. TRI-RAIL IS A PERFECT EXAMPLE OF A MASS TRANSIT SYSTEM IN SUCH A REGION, A REGION WITH DEFINITE

NEEDS FOR IMPROVED MASS TRANSPORTATION OPTIONS. WHILE IMPROVED HIGHWAYS ARE NECESSARY, THE NEEDS OF THE COMMUNITY'S ELDERLY AND YOUNG MUST BE MET AS WELL. REGIONAL MASS TRANSPORTATION SYSTEMS, SUCH AS TRI-RAIL, PROVIDE THIS MEANS BY WHICH NON-DRIVING CITIZENS HAVE THE SAME ACCESS TO MOVE ABOUT FREELY.

THE IMPORTANCE OF COMMUNITY INPUT INTO THE DEVELOPMENT OF LOCAL TRANSPORTATION OPTIONS IS CRUCIAL FOR THEM TO SUCCEED. THE SOUTH FLORIDA REGION IN UNIQUE IN POPULATION, TRAFFIC PATTERNS AND TRANSPORTATION NEEDS. GREATER EMPHASIS SHOULD BE PUT ON PROVIDING LOCAL GOVERNMENT WITH GREATER FLEXIBILITY IN DETERMINING SOLUTIONS TO THEIR NEEDS THROUGH FLEXIBLE PROGRAMS RATHER THAN RIGID FEDERAL PROGRAMS. THE PROPOSED REAUTHORIZATION IS HEAVILY BIASED IN FAVOR OF ROADS AND HIGHWAYS AND SHOULD BE FLEXIBLE TO ALLOW FOR FHWA FUNDS TO BE SPENT ON TRANSIT PROJECTS.

A MORE EQUITABLE DISTRIBUTION OF FUNDS THROUGH FORMULAS BASED ON MINIMUM ALLOCATIONS SHOULD BE ESTABLISHED, GIVING EACH STATE A MORE STABLE, RELIABLE FUNDING SOURCE FOR TRANSPORTATION PROJECTS.

SUMMARY

TRI-RAIL IS A UNIQUE MODEL IN THE TRANSPORTATION INDUSTRY AND PROOF THAT WHEN GIVEN THE OPPORTUNITY TO IMPLEMENT CREATIVE, NEW SOLUTIONS TO OLD TRANSPORTATION PROBLEMS, LOCAL GOVERNMENT CAN SUCCEED. THE PHILOSOPHIES ASSOCIATED WITH INTERMODAL SYSTEM DEVELOPMENT, COMBINED WITH THE EXPERTISE OF PUBLIC AND PRIVATE SECTOR INVOLVEMENT, CAN AND DO WORK TODAY. EACH MONTH MORE AND MORE SOUTH FLORIDIANS ARE ABANDONING THEIR AUTOMOBILES AND OPTING TO RIDE ON MASS TRANSPORTATION AS A RESULT OF TRI-RAIL'S EFFORTS.

THE RESULT IS A DECREASED DEPENDENCE ON THE AUTOMOBILE, REDUCED HIGHWAY EXPANSION REQUIREMENTS AND IMPROVEMENTS TO THE SOUTH FLORIDA ECOLOGY AND LIFESTYLE.
ALL OF US ASSOCIATED WITH THE TRI-RAIL EXPERIMENT ARE PROUD TO BE PART OF THIS NEW MINDSET IN TRANSPORTATION AND HOPE THAT WE WILL SERVE AS A MODEL OF INTERMODAL TRANSPORTATION AS A SOLUTION TO TRANSPORTATION PROBLEMS THROUGHOUT THE COUNTRY.

THE REAUTHORIZATION OF THE FEDERAL-AID HIGHWAY AND PUBLIC TRANSIT PROGRAMS IS A CRITICAL PROCESS TO THE CONTINUED DEVELOPMENT OF TRANSPORTATION PROJECTS IN THIS COUNTRY. WE URGE YOU TO CONSIDER THE MANY ENVIRONMENTAL, SOCIAL AND ECONOMIC BENEFITS OF MASS TRANSPORTATION IN THE DEVELOPMENT OF FEDERAL LEGISLATION AFFECTING THE FUNDING FORMULAS AND PRIORITIZATION OF PROJECTS.

STATEMENT OF JOANNE HUTCHINSON

TESTIMONY BEFORE THE JOINT HEARING OF THE WATER RESOURCES, TRANSPORTATION AND INFRASTRUCTURE SUBCOMMITTEE AND THE SUBCOMMITTEE ON HOUSING AND URBAN AFFAIRS

TUESDAY, FEBRUARY 12, 1991
8:30 A.M.
UNIVERSITY CENTER, TAMPA, FLORIDA

PRESENTED ON BEHALF OF THE FLORIDA TRANSPORTATION DISADVANTAGED COMMISSION

The Florida Transportation Disadvantaged Commission is pleased to be invited to participate in this forum to address areas for consideration as you prepare for the reauthorization of the Urban Mass Transportation Act of 1964 as amended.

The Commission is an agency created by Florida Statute, Chapter 427, whose purpose is to accomplish the coordination of transportation services to the State's estimated 4.6 million transportation disadvantaged. These individuals who are defined as those persons who because of physical or mental disability, income status, or age, or who for other reasons are unable to transport themselves or to purchase transportation and are therefore, dependent upon others to obtain access to health care, employment, education, shopping, social activities, or other life-sustaining activities, or children who are handicapped or high-risk or at risk as defined in s.411.202, F.S.

The Commission consist of eleven members appointed by the Governor of the State. They include agency heads from the Departments of Transportation, Health and Rehabilitative Services, Education, Labor and Employment Security, and Veterans Affairs. Private sector representatives are appointed to represent the elderly, handicapped, the President of the Florida Association for Community Action (i.e. economically disadvantaged), citizen advocates for both the urban and rural areas and a representative of the Community Transportation Coordinators.

The Commission is located for fiscal and administrative purposes only, within the Office of the Secretary of the Department of Transportation. The Commission, in addition to administration of the Transportation Disadvantaged Trust Fund, was assigned by the the Florida Legislature to accomplish tasks in the areas of coordination of all state, federal and local government transportation disadvantaged funds, coordination of public school buses when they are not being used for the pupils, coordination of public transit services with transportation disadvantaged systems, compiling information on the needs of the transportation disadvantaged, establishing statewide objectives for providing services to the transportation disadvantaged, developing policies and procedures for the coordination of funds, identifying and aggressively pursuing barriers to coordination and accessibility of services to the transportation disadvantaged, serving as a statewide clearinghouse, assisting communities in developing transportation systems to serve the transportation disadvantaged, assuring that all agencies funding transportation services issue proper policies and directives that are conducive to the program, developing standards for coordination, operations, costs and utilization of transportation disadvantaged services, developing and monitoring rules, approving the appointment of all Community Transportation Coordinators, preparing a Statewide Five-Year Transportation Disadvantaged Plan, reviewing, monitoring and coordinating all fund requests, developing interagency contracting and billing systems and an interagency manual, coordinating all programs with state, federal and local agencies, and approving planning agencies in areas outside the urban areas to plan for transportation disadvantaged services.

The Commission offers to the joint committee, the following recommendations for consideration in the reauthorization of the Urban Mass Transportation Act. These recommendations are focused in the areas of mobility, funding equity, and coordination.

1. <u>Need for New Transportation Goals</u>

- Reauthorization legislation should be oriented toward transportation issues such as mobility, congestion, access, intermodal linkages and growth management rather than restrictive modal, categorical programs.

- Better planning and funding for such planning, should be addressed to allow for meeting the needs and identifying resources. Lack of transportation planning for the transportation disadvantaged often results in the lack of transportation alternatives when facilities or community service centers are constructed.Involvement in local comprehensive planning should be required in order that transportation services and systems are better coordinated and expanded to meet the needs of the community.

- Transportation goals should include the enforcement and funding of the requirements of the Americans with Disabilities Act.

- Transportation goals should focus on both the social and economical benefits of providing transportation services in a coordinated manner. For example, the impact of not providing transportation services should be evaluated in potential results such as an elderly person being placed in a nursing home, the inability for the disabled and low income to obtain employment, the inability to obtain adequate medical treatment and the inability to obtain the necessary nutrition in order to remain healthy. In Florida, the most often identified barrier for the elderly, the disabled and others is transportation. 66% of Florida's disabled are unemployed with transportation being a primary reason. 23% of the State's population are the elderly who often are transportation dependent. The State of Florida is addressing some of these unmet needs but feels a partnership of funding and other policy improvements are needed in order to maximize existing and expanded funding for this population.

2. **Funding Problems Associated with Minimum Allocations and Funding Formulas**

- Predictable and equitable transit funding, among both urban and rural areas, is essential to meeting future transportation needs. In Florida, where there are transportation disadvantaged systems in all 67 counties, the expansion and stability of federal funding is crucial to maintaining a level of service to meet the needs of the transportation disadvantaged. State and local government funding alone will not be able to totally meet all the demands of mobility and accessibility requirements. A strengthened funding partnership is essential in order that the State's transportation disadvantaged can enjoy a qualify of life that they deserve.

- Funding transportation systems should be viewed as an investment and improving the qualify of life for the nation's citizens. Without transportation for those who are transportation disadvantaged, one cannot obtain a job, receive adequate medical care, obtain or enhance their education or participate in life-sustaining activities.

- Transportation funding should be better identified in every federal agency budget in order that states may better coordinate all services in order to maximize limited resources.

- Additional funding and federal policy should be identified to assist states with implementation of the Americans with Disabilities Act in order that every disabled citizens may have access for services and an improved quality of life.

- Additional funding or expansion of a program similar to the Rural Transit Assistance Program (RTAP) should be expanded to all areas in order to expand training and technical assistance opportunities in the areas of safety, drug testing, coordination, cost efficiency and other areas to maximize limited resources. Such a training program should not be restricted to the rural areas since training and technical assistance needs are in both the urban and rural areas for specialized and coordinated transportation.

- Continuation and expanded funding should be provided for the Section 16(b)(2) and Section 18 programs. These two programs have served as the basis for transportation services in the majority of the small urban and rural areas and provided some capital equipment needs in all of the Florida counties. However, the needs for such funds have outgrown the available resources.

- Transit users should be afforded the same level of tax exempt fringe benefit status as automobile users receive through employer subsidized parking. This would provide incentives for expanded use of public transportation and therefore provide increased ridership.

3. <u>Isolation of Transportation Policy from Other Policy</u>

- Any transportation policy or funding that impacts the transportation disadvantaged citizen should be considered in terms of social benefits, mobility needs and access to activities associated with daily living.

- Transportation policy should not be fragmented as it relates to services and funding for the transportation disadvantaged. The Federal Government should formulate policy to ensure that <u>all agencies</u> funding human services transportation services have rules and procedures that are conducive to the coordination of these programs. In states such as Florida, where there is a central agency responsible for such coordination, the Federal Government require coordination with this agency when it relates to human service transportation.

- Federal policy should be developed for implementation by the states relating to standards governing the use of securement devices for mobility aids. All states are having difficulty with the lack of these standards and are equally concerned about the safety of currently manufactured devices.

4. **Lack of Coordination Between Transportation Modes**

- Coordination between transportation modes should be considered as a prerequisite to federal funding. Special emphasis should be placed on coordination of mass transportation and other federal agencies that fund transportation services for their clients. A growing awareness at the state and federal level is that the Urban Mass Transportation Administration is not the only federal agency providing significant levels of support to transit. To the estimated $3 billion a year currently invested in transit by UMTA, one must add another $1 billion which represents spending by social service programs on the transportation that is essential to their assistance roles. From a standpoint of cost-effectiveness and optimum service delivery, there is a need for better coordination by public transit and human service providers of both demands and resources. New Federal transit policy should not ignore this part of the transit picture.

- In Florida, through the legislative mandate and the creation of the Transportation Disadvantaged Commission, this coordination is taking place, and allows for better maximization of resources and the elimination of duplication of services. With the passage of the Americans with Disabilities Act, coordination will be the key to accessibility requirements being met where there are many type systems that may provide public transportation services.

- Florida, along with 13 other states, have state mandates to coordinate all transportation disadvantaged services. Federal policy should be developed that provides for states such as these and others under development, to be designated as the lead agency to insure coordination.

- States having coordination mechanisms in place should be given priority to funding requests for activities of a statewide nature related to training, coordination development, accessibility and other areas to further improve the use of all available resources.

- The previously created Federal Coordinating Council should remain active and be expanded in membership to include all federal agencies that fund transportation services. Their purpose should be to assist states and regional consortiums with eliminating barriers to coordination and to provide recommendations for change in federal laws and regulations to eliminate such barriers. They should be provided adequate staff in order to accomplish their tasks. Many states need this type assistance in order to begin coordination of transportation services.

5. **Lack of Coordination Between Private and Public Sector**

- States should be required in their coordination role to involve both the private and public sector in the planning and delivery of transportation services.

OTHER RECOMMENDATIONS

The Transportation Disadvantaged Commission, as an agency responsible for accomplishing the coordination of services to Florida's transportation disadvantaged and as a State Delegate to the Community Transportation Association of America, supports the following changes in federal transit assistance utilizing the current surplus in the Mass Transit Account and increasing revenues earmarked for expanded transit assistance.

1) Allocation of at least 10 percent of total UMTA assistance to small urbanized areas who have been underfunded but need the resources to meet the expanding needs of the transportation disadvantaged and transit dependent.

2) Allocation of at least 7.5 percent of total UMTA assistance to rural areas to provide services where they are inadequate or do not exist for many states. In Florida, 46 of the 67 counties, or 69% of the population, reside in rural areas. In the 21 urbanized areas, there are also rural portions in need of services.

The combined 17.5 percent would provide funds to small urban and rural America which would come closer to reflecting a distribution based upon need and improved mobility to comply with current national policy.

3) Establishment of a Mobility Assistance Fund within the Mass Transit Account of the Highway Trust Fund to assure adequate resources to meet our commitment to mobility for the disabled and other transportation disadvantaged. This fund should be assigned a minimum percentage share of total Mass Transit Account support; its assistance should be distributed to all areas on a formula basis; and it should be earmarked for the following purposes:

a) Continuation of current capital assistance to elderly and handicapped transportation through the Section 16(b)(2) program;

b) Meeting part of the incremental costs of making all fixed-route vehicles fully accessible as required by the Americans with Disabilities Act;

c) Meeting part of the incremental costs of continuing and expanding supplemented paratransit services as required by the Americans with Disabilities Act; and

d) Implementing and underwriting at the state, regional and local level formal coordination mechanisms involving both public and human service transportation providers to develop and carry into effect appropriate coordinated transportation arrangements.

e) Recognizing and funding special studies to regional consortiums who have multi-state membership working to better coordinate and plan for the delivery of human service passenger transportation basis.

CONCLUSION

The Commission believes that the above recommendations will enhance the purpose and benefits of public transportation and more importantly, will provide the appropriate mobility for Americans who are transportation disadvantaged and are therefore dependent upon others for activities associated with daily living.

Prepared and Presented By: Jo Ann Hutchinson, Executive Director
Florida Transportation Disadvantaged Commission
605 Suwannee Street, MS-49
Tallahassee, FL 32399-0450
904/488-6036

Metropolitan
Planning
Organization

March 8, 1991

Senator Bob Graham
United States Senate
Washington, DC 20510-0903

Dear Senator Graham:

Re: Senate Committee on Environment and Public Works and the Senate Committee on Banking, Housing and Urban Affairs Roundtable Discussion, February 12, 1991

Thank you for inviting me to participate in the roundtable discussion regarding the reauthorization of the Surface Transportation Act. I believe that the participants benefited from this meeting and have expressed several excellent ideas for you to consider as you develop the policies for the new act. After I have had an opportunity to read the administration's proposal, which was recently released, I will provide comments on it.

The Tampa Urban Area Metropolitan Planning Organization has two important priorities for funding transportation in Hillsborough County. The most important priority is to finance the $2 billion needed for reconstructing the 53 miles of I-4 and I-275 which make up most of the interstate system in Hillsborough County.

The second priority I would like to bring to your attention is the need to provide greater flexibility of the use of highway dollars for public transportation. Unfortunately many of our decisions about transportation systems are based upon the availability of money which at the current time, is in a multitude of categories. If we could reduce the number of categories and reduce the number of restrictions on the use of the remaining categories, I believe that the local governments, through their MPOs could make well informed and proper decisions on the use of that money locally for highways, public transportation or other needed infrastructure uses.

Similarly, it is critical that we have the continued support of the federal operating assistance for local bus systems. Mobility of people in urban areas should remain a high priority for our government and the ability to supplement local commitments to public transportation with state and federal operating subsidies remains a vital part of the overall ability of our local bus systems to provide services, particularly for those who cannot afford an automobile to and from home and work.

Linda Saul-Sena
Chairman

Pam Iorio
Vice Chairman

Laura Blain, Chairman
Expressway Authority

Commissioner Joe Chillura
Hillsborough County

Mayor Sandra Freedman
City of Tampa

Commissioner Pam Iorio
Hillsborough County

Councilman John King
HARTline

Commissioner Bill Meriwether
City of Plant City

Councilwoman Linda Saul-Sena
City of Tampa

Councilman Larry Smith
City of Tampa

Commissioner Ed Turanchik
Hillsborough County

Mayor Bob Woodard
City of Temple Terrace

Thomas L. Thomson, P.E., AICP
Executive Director

Tampa Urban Area
Metropolitan Planning Organization
201 E. Kennedy, Suite 600
Tampa, Florida 33602
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In closing, I would like to bring your attention to the attached report prepared by the Tampa Urban Area MPO. This report is entitled "Livable Roadways" and is designed to reorient the focus of transportation facility planning. The thrust of most transportation facility planning today is to quickly and efficiently move the largest possible volume of automobiles. We believe that a change in focus is necessary and the focus should be on the mobility of people and the quality of experience, not cars.

I recall you stating that quality of life is one of the important considerations for policy at the federal level as part of the rewrite of the Surface Transportation Act. Therefore, I thought you would be interested in looking at this recent report which has the endorsement of all the local governments in Hillsborough County and which has received an award from the Suncoast Chapter of the American Planning Association.

Sincerely,

Thomas L. Thomson
Executive Director

TLT:lf

Attachment

cc: MPO Members

Testimony of

MANLEY FULLER
PRESIDENT
FLORIDA WILDLIFE FEDERATION

before
THE HONORABLE BOB GRAHAM
UNITED STATES SENATE

on the
REAUTHORIZATION OF FEDERAL SURFACE TRANSPORTATION PROGRAMS
February 12, 1991
Tampa, Florida

Senator Graham, I am Manley Fuller, President of the Florida Wildlife Federation, a diverse citizens' conservation organization of some 12,000 members. On behalf of the Federation, I would like to thank you for inviting me here today to talk about Florida's transportation needs and challenges. In delivering this testimony, I am also representing the Florida-based organizations listed in the attachment to this document. The Florida Wildlife Federation is also part of a broad network of concerned organizations involved in issues of transportation, energy, environment, planning and community and historic preservation, known as the Surface Transportation Policy Project, based in Washington, D.C.

In Florida, growth is rapidly outpacing our current transportation systems and threatening the fragile ecosystem which provides our state with a basis for its economy as well as its unique and cherished natural beauty. For too long, new and bigger roads have been viewed as a panacea for all economic ills, with highway projects the primary means to stimulating economic growth. Our state is exemplary of many areas in the United States: it has urban congestion in cities such as Tampa, Miami and Jacksonville, where air quality and traffic are major concerns. It also has vulnerable areas of natural beauty such as the Everglades and the Big Cypress Natural Preserve, where highway kills are a leading cause of death for such threatened animals as the Florida panther, the Key deer, and the American crocodile, and where indigenous vegetation is being choked out by exotic species like melaleuca, whose overgrowth is made possible by highway right-of-ways.

Increasingly, the boundary between urban and rural areas is being blurred. Eight out of ten Floridians live along the coast in communities that are rapidly growing toward one another, which further disturbs animal habitats, despoils natural wetlands and puts undue stress on already taxed infrastructure and services. Meanwhile, Florida's 13 million residents are aging at a rate 6% higher than the national average, which requires more innovative problemsolving in providing these people with a means to travel comfortably, efficiently and safely. The state plays host annually to 37 million visitors, creating transportation needs that are still more diverse and difficult to forecast. In short, the state of Florida is in dire need of a transportation policy which promotes economic growth without sacrificing the very resources which nourish that growth, and which takes into account the many different needs of its residents while enhancing the quality of life in their communities. I like to say that Florida is very much like every place else, except that we are on fast forward.

Of course, among the successes achieved under your governorship was the State Growth Management Act passed in 1985. Although the results of this innovative first step are still unclear, the preliminary conclusion may be drawn that growth management is working in the state of Florida. There is still much to be done, but the Florida Growth Management Act is already putting a check to unbridled growth, speculative development, and the host of ills which come from putting structures in place without infrastructure to support them.

In fact, the Florida Growth Management Act could and should be held up to other communities as a model for state participation in the decisions which affect all of our lives. As you know, Florida's current and proposed transportation plans, along with other state plans for services, must demonstrate objectives and a plan of action which support the state's planning and growth management goals. This is sound thinking for the future of Florida, and I strongly endorse any efforts to assure that this kind of innovation takes place in other states.

The key to an effective and cost-efficient transportation policy is early planning on the state and local level, planning which fully addresses energy conservation, environmental and architectural protection, and growth management. The federal government has a clear and precise role in ensuring that states are thinking ahead and implementing transportation plans that support other goals. These goals include enhancing our competitiveness in the world market and ensuring our national security, protecting and replenishing our natural resources to ensure their renewability, and maintaining our high standard of living as a nation and the quality of life in our communities.

On the subject of our competitiveness and viability as a world power, the American Association of State Highway and Transportation Officials cited in a recent report the direct link between the decline in the nation's rate of growth productivity and the sharp drop in public investment in infrastructure. Overwhelming evidence points to the conclusion that before our nation can reenter the construction business, it must put itself in the maintenance and preservation business. Economist David Aschauer, formerly of the Federal Reserve Bank in Chicago, has found that "as much as 60% of our current productivity slump in the United States can be attributed to neglect of our core infrastructure."

Our overdependence on auto and truck transport has resulted in a lack of options for producers and consumers alike. We are all in the same gridlock. Traffic delays and accidents do more than raise commuter blood pressure and endanger individual lives: congestion and hazardous driving conditions also cause serious problems in the ability of businesses to deliver goods and services consistently, frequently and in good condition. Why preserve one mode when you can create and maintain many options? A transportation policy which actively encourages multi-modal transport and trip reduction through good planning, and flexible federal funding which promotes innovative problem solving on the state and local level will go far to reduce our dependence on foreign oil and already-crowded highways to meet our transportation needs.

It is also time we recognize that protecting our air, water and land is an investment in, not an obstacle to, progress. I commend the Department of Transportation for recognizing its crucial role in protecting our environment. The Administration's proposal for the Surface Transportation Assistance Act reauthorization promises to open the door to greater collaboration and cooperation among state and federal transportation and environmental officials. Although the door is now open, some aspects of the proposal raise troubling questions about the extent of transportation involvement in environmental protection. Specifically, and again, the continued concentration on single-mode solutions to complex problems as exemplified in the strong emphasis on the Highways of National Significance system raises doubts as to the ability of transportation policy to effect positive results for the environment. Such specific policies as those regarding wetlands, advanced acquisition of right-of-ways, billboard controls and special care of scenic and historic byways and trails may still fall short unless they are clarified and strengthened to assure their success.

The American quality of life, still one of the best in the world, has been seriously eroded by the glut of road building and the lack of land planning we have witnessed since World War II. In most suburbs, it is no longer possible to walk across the street for lunch or to run errands in one's spare time because the emphasis on multilane roads and highways, the lack of adequate sidewalks and bicycle lanes, and the shift in zoning from multi-use to single-use areas has wiped old fashioned Main Street off the map. It is estimated that the average worker spends almost two hours in his or her car every day. This translates to two to three hours less time to rest, relax, spend time with family and friends or pursue enriching activities. As Andres

Duany, the Miami-based architect whose Seaside community has tongues in the planning world wagging, has said, the car itself is not the problem: the problem is the lack of alternatives.

Of course, none of the goals enumerated above are possible without a clear and precise picture of the economic costs and benefits of every mode of transport, including the environmental and public impacts.

RECOMMENDATIONS

Several recommendations will help us accomplish the national goal of a safe, sane and multipurpose transportation system:

First, the new federal legislation should require a state planning process that incorporates regional and metropolitan planning organizations' plans and conforms to state and local plans and requirements for energy conservation, clean air, clean water, preservation of both the built and natural environments, growth management and safety.

Second, state energy, planning and environmental officials should have an active role in planning in order to ensure early and continued communication and cooperation among decisionmakers on the state and local level.

Third, federal funding of state highway projects should be contingent on the existence of and based on state plans.

Fourth and finally, flexibility should be allowed and encouraged in the use of transportation money, especially federal highway money, to ensure sound decisionmaking, in which the dollars are available to meet all of the transportation needs identified in local, state and regional plans, and not just to build more roads.

CONCLUSION

The groups whom I represent see the reauthorization of the federal Surface Transportation Assistance Act as a significant opportunity for Florida and the nation to achieve the goals of our growth management program. In the current highway and transit programs decisionmaking is biased by modal funding restrictions. Under this approach, the kind of integrated planning process we support in Florida cannot be effective because the money is driven by a turf mentality. We need a federal program that allows states and localities to make transportation decisions on the basis of what is most effective in moving people and goods.

ORGANIZATIONS ENDORSING THIS TESTIMONY
Submitted before the Honorable Bob Graham, United States Senate
February 12, 1991

1000 Friends of Florida
American Planning Association
American Planning Association, Florida Chapter
The Bicycle Federation of America
The Center for Neighborhood Technology
The Environmental and Energy Study Institute
The Florida Rails-to-Trails Conservancy
The National Association of Regional Councils
The National Growth Management Leadership Project
The National Trust for Historic Preservation
The National Wildlife Federation
The Natural Resources Defense Council
The Rails-to-Trails Conservancy
Scenic America
and other members of the Surface Transportation Policy Project

STATEMENT OF LEON N. LARSON
REGIONAL FEDERAL HIGHWAY ADMINISTRATOR
REGION 4
FEDERAL HIGHWAY ADMINISTRATION

BEFORE THE
SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION,
AND INFRASTRUCTURE
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS
UNITED STATES SENATE AND THE
SUBCOMMITTEE ON HOUSING AND URBAN AFFAIRS
COMMITTEE ON BANKING, HOUSING, AND URBAN AFFAIRS
UNITED STATES SENATE

CONCERNING THE
REAUTHORIZATION OF THE FEDERAL-AID HIGHWAY
AND PUBLIC TRANSIT PROGRAMS

FIELD HEARING IN TAMPA, FLORIDA
FEBRUARY 12, 1991

Mr. Chairman and Members of the Subcommittees:

I am Leon N. Larson, Regional Federal Highway Administrator for Region 4 in Atlanta, Georgia. I am pleased to be here today to discuss the reauthorization of the Federal-aid highway and public transit programs. The Department of Transportation's (DOT) reauthorization proposal will be sent to the Congress in a short time, perhaps later this week. Today, I can discuss where we think the program is going. I will direct my testimony to the areas of interest expressed in your letter of January 17, 1991 inviting testimony.

Problems That Exist In the Current Programs:

The Federal-aid highway program has evolved through a historical process of layering system upon system and activity upon activity and has lost its coherent structure and national purpose.

Also, the Federal financing system is inadequately focused on meeting national needs and does not correspond to changing responsibilities and abilities among the Federal Government and its State and local partners. Our reauthorization proposal will offer a revised program that will allow for needed flexibility and provide restructured programs that meet current and emerging highway and transit needs.

The Appropriate Role of the Federal Government:

We believe that Federal transportation policies should facilitate and promote interstate commerce, provide for the national defense and promote equity, uniformity, and efficiency in highway transportation.

Consistent with these views, the Administration is proposing to create a new "National Highway Program" which will concentrate Federal resources on the rehabilitation and improvement of highways most critical to interstate travel and commerce. Our proposal will continue a strong Bridge Replacement and Rehabilitation program to ensure that these vital links in the road network are maintained and will establish an Urban and Rural grant program that will loosen the Federal strings on activities of lesser importance to national goals. The Urban and Rural program will also provide enhanced flexibility by eliminating categorical program constraints and by allowing all funds to be used for highway or transit capital projects.

Program Flexibility:

Flexibility is a hallmark of our proposal. We recognize that State and local partners can make the best transportation decisions within a framework that allows leeway for transportation decisionmakers to invest in facilities and modes that offer the most cost-effective solution to mobility needs.

The new Urban and Rural program will provide enhanced flexibility by eliminating categorical program constraints and by breaking down the walls which compartmentalize Federal highway spending.

The Urban and Rural program will also feature reduced Federal oversight. States will not be required to receive Federal pre-approval for each project they initiate. Rather, States will certify that their projects meet applicable Federal standards and will provide annual reports on fund usage. As a result, expeditious highway construction can be expected. Also, States will be able to use Urban and Rural program funds for mass transit capital projects.

Another area where the States will have flexibility is in the selection of financing techniques. For example, States will be permitted to use Federal funds for the construction of toll roads including those in which there is private participation. We have already seen private entrepreneurs in Virginia and California begin to plan and finance new toll roads with minimum direct State/local involvement. This trend is expected to accelerate with the enactment of our proposed legislation.

Equitable and Effective Ways of Distributing Federal Dollars to the States:

The DOT's proposal is based on the cost-effective use of resources in relation to public benefits. We recognize that there are no perfect formulas that will satisfy every State. Still our proposal does set forth a fair and equitable means of distributing highway funds. Its distributive factors are objective and verifiable, and efficiently distribute resources where they are needed.

How Federal Transportation Programs Should Be Structured To Reflect Requirements Of The Clean Air Act and The Americans With Disabilities Act:

The Americans With Disabilities Act has limited impact on FHWA; however, we do provide curb cuts for wheelchairs and funds to purchase buses with lifts. The FHWA proposals are structured to support the purposes of the Clean Air Act (CAA). The flexibility in the Urban and Rural Program to use funds for highway or transit projects will allow use of funds to meet CAA requirements.

The Urban Transportation Planning Process is being strengthened to specifically increase emphasis on multimodal considerations, land use and development decisions, and transportation-related air quality problems. The Congestion Management System in areas over 200,000 population must be coordinated with requirements of the CAA and transportation

improvement plans must conform to State (air quality) Implementation Plans.

How These Programs Can Stimulate Economic Growth:

An adequate and well-maintained public stock of infrastructure capital is essential to the profitable and efficient production and distribution of private sector goods and services. Investment in a national highway network which efficiently supports national and international commerce will improve economic efficiency and stimulate further productivity through additional private investment.

Innovations in Transportation Financing, Co-mingling of Federal and Toll Funds, Public/Private Partnerships:

An important policy goal is directed at stimulating private investment in transportation infrastructure. The DOT believes a unique opportunity exists for the development of public/private partnerships. Funds from the various levels of government are not sufficient to meet the growing transportation infrastructure needs. Funding can be supplemented by segments of the private sector investing in transportation facilities.

The Department believes that these changes will produce new financial sources to fund needed increases in highway capacity. New sources of funds will supplement, but not replace, resources provided by FHWA and State highway agencies.

New Technologies:

Our reauthorization proposal and our 1992 Budget request support new technologies through research activities and through adjusting highway facilities to use right-of-way for high speed rail, magnetic levitation systems and other transit uses. We are particularly interested in a national Intelligent Vehicle Highway Systems (IVHS) program. Funding for IVHS research and development totals $50 million in the FHWA's 1992 Budget. This represents a $30 million increase over 1991.

The national IVHS program consists of a variety of activities that in total are focused on the goals of making significant improvements in mobility, highway safety, air quality and productivity by deploying transportation systems that draw upon advanced electronic technologies and control software.

The IVHS program is a cooperative one, involving partnerships among the private sector; Federal, State and local governments; and the academic community. The role of the DOT in the program is to act as a leader and catalyst and assure emphasis on public benefits. The DOT is working in concert with others to stimulate, organize and begin work in a number of different areas.

The FHWA will spend $20 million on IVHS program support, research and development, and operational tests in FY-91. The National Highway Traffic Safety Administration and the Urban Mass Transportation Administration will also be supporting IVHS work.

IVHS projects being supported include an operational test of motorists information and route guidance in Orlando, Florida called TravTek. This is a partnership involving American Automobile Association, General Motors, the State of Florida and the city of Orlando, as well as the FHWA. It is scheduled to begin operation in early 1992.

Also included is an operational test of the use of weigh-in-motion, automatic vehicle identification and automatic vehicle classification technology to automate State commercial vehicle regulatory requirements processing. This is called the Crescent Project and involves the States of Washington, Oregon, California, Arizona, New Mexico and Texas; State trucking associations; and the FHWA. The system will begin operating later this year. A similar project, called Advantage I-75, is being designed to improve trucking operations on I-75 between Florida and Canada.

The DOT is also supporting California's Program for Advanced Technology for the Highway (PATH) which is conducting research into various automated vehicle control technologies and strategies.

The DOT is very much aware of international developments in the IVHS area, including the DRIVE and PROMETHEUS programs in Europe, and the AMTICS and RACS field trials in Japan. There is international competition in the IVHS area, and we view

this as a very positive thing. There will be opportunities to share information, and the competition will serve to stimulate development of better transportation systems for the public.

We believe that investment in the deployment of IVHS systems may lead to substantial benefits that in turn will benefit the U.S. economy.

These benefits could include significant reductions in congestion, in fuel consumption and vehicle emissions, in deaths and injuries caused by accidents, and in the efficiency of commercial vehicle operations.

The largest benefits may result if successful development of advanced vehicle control strategies can be achieved.

We believe that the IVHS program is a major opportunity to move beyond conventional approaches to highway operations and we look forward to working cooperatively with the private sector and academic community and all levels of government to develop and implement systems that will make highway transportation more efficient and safer for the public.

Florida's Transportation Needs:

Florida, a rapidly growing State, has, in common with other States, a need for funds to apply to transportation. Our proposal will provide significant funds for Florida. Federal funds combined with State and local funds and private initiatives will help Florida meet its needs.

That concludes my prepared statement; I will be pleased to answer questions.

STATEMENT OF CHARLOTTE M. ADAMS
DIRECTOR
OFFICE OF POLICY
URBAN MASS TRANSPORTATION ADMINISTRATION
BEFORE THE
SUBCOMMITTEE ON WATER RESOURCES, TRANSPORTATION,
AND INFRASTRUCTURE
COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS
UNITED STATES SENATE
AND THE
SUBCOMMITTEE ON HOUSING AND URBAN AFFAIRS
COMMITTEE ON BANKING, HOUSING, AND URBAN AFFAIRS
UNITED STATES SENATE

CONCERNING THE
REAUTHORIZATION OF THE FEDERAL SURFACE TRANSPORTATION PROGRAMS

FIELD HEARING IN TAMPA, FLORIDA
FEBRUARY 12, 1991

Mr. Chairman and Members of the Subcommittees:

My name is Charlotte M. Adams. I am the Director of the Office of Policy at the Urban Mass Transportation Administration (UMTA), an agency of the United States Department of Transportation (DOT). I am pleased to have this opportunity to appear before you today to discuss in general terms the reauthorization of the Federal mass transportation programs. Specific details will become available when the proposal is sent to the Congress soon.

CURRENT PROGRAM WEAKNESSES

UMTA's mission is to provide assistance to State and local governments in planning and providing public mass transit in urban, suburban, and rural areas. We do this through a

combination of formula and discretionary grants to State and local agencies. The reauthorization proposal will continue to utilize this basic approach which has well served our needs, and the needs of our constituents, over the last 25 years since the passage of the Urban Mass Transportation Act of 1964.

Although the current basic structure is sound, our reauthorization proposal will address the need for a more stable and predictable Federal funding source upon which local transit authorities can base investment decisions. The FY 1992 budget request reflects this change by proposing that 80 percent of the total UMTA budget be distributed by formula, versus the current 58 percent. In addition, we are proposing that the total UMTA program be funded from the Mass Transit Account of the Highway Trust Fund, versus the current 43 percent.

APPROPRIATE ROLE OF THE FEDERAL GOVERNMENT

The National Transportation Policy (NTP), issued by the President in March, 1990, provides a strategic framework for determining Federal transportation policies in the years ahead. Four principles enunciated in the NTP have guided UMTA in the development of its reauthorization proposal:

1. Maintain and expand the Nation's transportation system;

2. Foster a sound financial base for transportation;

3. Keep the transportation industry strong and competitive;

4. Protect the environment and the quality of life.

PROGRAM FLEXIBILITY

We believe recipients of UMTA funds should have more flexibility under the UMTA program to assist them in developing the most efficient and cost effective local transportation systems. For example, in the case of multi-modal projects, local authorities should have the flexibility to apply Federal funds where they can be most effective, based on local priorities. In this connection, under the reauthorization proposal, some funds under the highway program and almost all transit funds could be used for any transit or highway capital project provided the source of local share for such projects could fund either highway or transit projects. This balanced approach will allow local authorities to make their decisions based on local needs rather than on the basis of available funding arrangements. In addition, Governors will have the flexibility to shift funds between Sections 9 (formula for small urban areas), 18 (rural), and 16(b)(2) (elderly and handicapped) as needed.

DISTRIBUTION OF FEDERAL DOLLARS

As I indicated in my earlier remarks about UMTA's FY 1992 budget request, we are proposing a substantial increase in the distribution of formula funds. These funds are apportioned to urbanized areas utilizing an existing statutory formula based on population, population density, and bus and rail miles travelled in each area. This will permit local authorities to make decisions based on a predictable funding source. At the same time, however, our bill recognizes the importance of the discretionary new starts program, and funds would specifically be set aside for these projects. Such projects, as under current law, would have to be cost effective and supported by an acceptable degree of local financial funding.

IMPACT OF CLEAN AIR AND AMERICANS WITH DISABILITIES ACTS

UMTA's reauthorization proposal is designed to facilitate implementation of the Clean Air Act Amendments and the Americans with Disabilities Act, both through the increased funding available under the formula program, as well as under the discretionary program, where $50 million in funds would be available for these and other purposes.

STIMULATION OF ECONOMIC GROWTH

Congress and the Federal government have long recognized the important role the availability of public mass transportation plays in the economic well-being of our country. The National Transportation Policy re-emphasized this concept. Mass transit has been a force in retaining the viability of many downtown areas and serving as a counter-measure to suburban sprawl. For many economically disadvantaged people, it is the sole means of mobility. As our expanding economy continues to create new industries, new jobs and new opportunities away from traditional downtown districts, it is often mass transit that helps inner-city residents reach available jobs in the suburbs.

TRANSPORTATION FINANCING: PUBLIC-PRIVATE PARTNERSHIPS

The private sector can play a valuable role in making our transportation systems as productive as possible. Along with their additional investment dollars, the private sector can be an important source of competition and efficiencies. UMTA's reauthorization will call for increases in local matching shares, which is all the more reason for local decisionmakers to leverage as much as they can from non-Federal sources. This means not just substituting State and local dollars for Federal dollars, but substantially increasing private sector investment as well.

I would like to call the Committee's attention to two current initiatives that are not legislative but that do deal with the development of important financing techniques which can benefit some grantees. One is the cross-border lease, which involves foreign investors utilizing a sale - leaseback arrangement for transit vehicles. A grantee recently saved $2.5 million on a $50 million UMTA funded vehicle purchase transaction. In addition, there are other related innovative financing techniques we are encouraging our grantees to consider.

Also, UMTA will continue to require that grantees consider private sector participation to the maximum extent feasible. We have no interest, or intention, of second-guessing local decisionmakers - after they have given meaningful consideration to each option - when it comes to making the call on whether to use public or private sources.

NEW TECHNOLOGIES

The transit research program needs to be strengthened. We propose to increase funds significantly for transportation planning and research. Among other things, we are proposing the creation of a cooperative research effort that was first recommended by the Transportation Research Board and the transit industry. A board would be created with a steering committee of transit industry representatives appointed by the Secretary. Proposals would be reviewed to determine what topics to pursue,

and overall management of the projects would be through a distinguished body such as the National Academy of Sciences. Results of the research would be widely distributed.

Mr. Chairman, this concludes my prepared statement. I would be happy to answer any questions.

PINELLAS COUNTY
METROPOLITAN PLANNING ORGANIZATION
440 Court Street Clearwater, Florida 34616 813/462-4751

February 12, 1991

The Honorable Bob Graham
United States Senator
241 Dirksen Building
Washington, D.C. 20510

RE: STATEWIDE METROPOLITAN PLANNING ORGANIZATION
COMMENTS ON TRANSPORTATION ACT REAUTHORIZATION

Dear Senator Graham:

The twenty-one Metropolitan Planning Organizations (MPOs) within the state of Florida have together formed an organization, known as the MPO Advisory Committee (MPOAC), to provide mutual support on MPO issues. The MPOAC has recognized the Pinellas MPO as taking the lead role in monitoring progress on the reauthorization of the current federal surface transportation program.

The MPOAC views this as a great opportunity to work with the Federal Government. In cooperation with Federal officials within the state of Florida and with the Florida Department of Transportation, the MPOAC has studied key elements of proposals that may become part of the new federal program. Therefore, the MPOAC is respectfully submitting the following comments for your consideration as the reauthorization process proceeds.

- The proposed National Highway System appears to be basically an inter-urban system which largely ignores needs within urban areas; and
- There is a large concern that future Federal aid would become categorically locked onto a system which would not adequately address urban needs.

For these reasons, the MPOAC has adopted the following position regarding the Federal Act.

- There is a need to address urban needs as part of the National Highway System;
- The NHS designation and Federal funding should remain decoupled to keep FHWA from being involved in urban system allocations;
- There should be urban flexibility as well as modal flexibility; that is, more funds should be contained in a flexible category and turned over to urban areas. An acceptable breakdown would be a 50/50 split with 20% transferability between the categorical and discretionary funds.
- The Act should contain proper consideration of the funding needs for planning purposes and enactment of the provisions of the Clean Air Act.

Consideration of the above points would be greatly appreciated. The Pinellas County MPO and the Statewide MPO Advisory Committee is willing to work with those parties responsible for developing the new federal transportation act.

Sincerely,

Brian K. Smith
Executive Director
Pinellas County MPO

BKS:HLP

STATE OF FLORIDA
DEPARTMENT OF COMMUNITY AFFAIRS

2740 CENTERVIEW DRIVE • TALLAHASSEE, FLORIDA 32399

LAWTON CHILES
Governor

WILLIAM E. SADOWSKI
Secretary

March 11, 1991

The Honorable Bob Graham
United States Senate
Washington, D.C. 20510-0903

Dear Senator Graham:

Thank you for the recent invitation to provide testimony concerning the reauthorization of federal-aid highway and public transit programs to the Water Resources, Transportation, and Infrastructure Subcommittee of the Environment and Public Works Committee and the Subcommittee on Housing and Urban Affairs of the Banking, Housing, and Urban Affairs Committee. Regretfully, a scheduling conflict precluded my attendance at the joint hearing. I hope that this letter will be accepted as my testimony on this matter.

Most importantly, I urge that transportation programs and funding not be considered in isolation. An important objective of Florida's growth management efforts is the integration of transportation planning with comprehensive growth management planning at the state, regional, and local level. While Florida has made tremendous strides toward this goal, the efforts of my Department, the Florida Department of Transportation, and Florida's local governments would be complemented by federal measures to ensure that the growth-inducing impacts of federally-funded highway investments, such as interchanges on limited access facilities, are assessed for consistency with state, regional, and local growth management and energy conservation goals prior to their authorization.

Given Florida's rapid growth, it is apparent that government will not be able to afford to build enough highways to keep pace with growth and eliminate congestion. Therefore, our emphasis must shift from reducing congestion to increasing urban mobility. This can be achieved by giving state transportation departments greater flexibility to spend federal funds on any project, including alternate transportation modes, as long as the operation of the national highway system is improved. I strongly encourage the consolidation of current categorical programs into broad-based formula programs that give additional cross-modal spending flexibility at the state level.

In addition, the growing federal deficit and high cost of transportation projects suggests the need to maximize the effectiveness of federal transportation investments. One means of doing this would be to provide funding incentives to reward states and local governments that take steps to manage their growth and development to create land use patterns that better support effective public transit use and that discourage automobile-dependent urban sprawl development patterns. Putting more funding into public transit programs will not generate cost-effective results without adequate focus on achieving land use patterns that can allow transit to compete effectively in terms of convenience and cost against the automobile.

Finally, urban mobility objectives should be supported by incentives to increase the economic viability of public transit programs. For example, employer-provided free parking benefits, which are currently tax exempt, should be treated in the same manner as employer-provided transit fare subsidies, which are currently taxed. Likewise, local public transit projects should be matched using the same 80-20 (federal-local) ratio that is used for highway projects.

Thank you for the opportunity to comment on the reauthorization of the Federal Surface Transportation Act. We appreciate very much your efforts to work with us on this important issue.

If you have any questions concerning these comments, please do not hesitate to call me or Ben Starrett, Director of Strategic Planning and Policy Coordination, at (904) 488-8466.

Very truly yours,

William E. Sadowski
Secretary

WES/lbs

cc: Nadine Hamilton, Senate Committee
on the Environment and Public Works
Dan Potash, Senate Committee on
Banking, Housing, and Urban Affairs
Juliana Walsh, Senator Graham's Office
Ben Watts, Secretary, Florida Department
of Transportation

American Planning Association
Florida Chapter

538 Park Avenue East, Suite 101, Tallahassee, FL 32301 904/222-0808

February 11, 1991

Honorable Bob Graham
United States Senate
241 SDOB
Washington, D.C. 20510-0903

Dear Senator Graham:

Enclosed for purposes of your February 12, 1991, hearing concerning reauthorization of federal surface transportation programs are comments and recommendations on behalf of the Florida Chapter of the American Planning Association.

The Chapter has an abiding interest in transportation policy matters, and particularly as relates to growth management, energy and the environment. We appreciate the opportunity to offer our input at this time and will be happy to address any questions or provide further information as may be of assistance.

Sincerely,

Marcia K. Elder
Executive Director

Attachments

crb/MKE

Richard C. Bernhardt, AICP, *President*; Gail V. Easley, AICP, *V.P. for Chapter Affairs*; Chris Cutro, AICP, *V.P. for Professional Development*; Oliver Kerr, AICP, *Treasurer*; Linda R. Cox, AICP, *Secretary*; Marcia Elder, *Executive Director*

CHAPTER PRIORITIES FOR 1991 LEGISLATIVE SESSION

■ **Planning and Growth Management**

√ Protect the Integrity of Florida's Growth Management Act, Especially the Concurrency Requirement.

√ Build Upon the State's Existing Policy Framework by:
- Establishing a State Strategic Growth & Development Plan.
- Facilitating Compact, Efficient Urban Development and Discouraging Sprawl.
- Requiring that State Government Adhere to Responsible Growth management Practices Such as Producing Financially Feasible Capital Improvements Plans.

√ Support Additional Adequate Funding for Implementation of Sound Growth Management Strategies by Providing for:
- State and Local Infrastructure Needs.
- "Ecostructure" Needs, through Environmental Protection and Acquisition.
- Preparing and Updating Land Development Regulations.
- Continued Comprehensive and Strategic Planning.

- In So Doing, Equip Local Governments with the Financial Tools to Address Local Funding Needs.
- Oppose Legislation to Restrict the Use of Impact Fees.
- Monitor Activities of the Florida Tax & Budget Reform Commission and Act upon Commission Recommendations of Chapter Concern.

■ **Environmental Design/Urban Form**

√ Sponsor Legislation to:
- Require that the Florida Department of Transportation Adopt Environmental Design Standards Whereby Plans for Future Transportation Facilities Built or Improved Using State Funds Shall Include an Environmental Design Component Reflecting the Incorporation of Landscaping and Other Urban Design Features and Aesthetic Considerations Affecting Highway and Community Appearance.

- Earmark a Minimum of One-Percent of State Transportation Construction Funds for Including Environmental Design Features in New and Expanded Transportation Facilities.

- Provide for Expansion of the State's Program for Logo Signage (as Presently Used on Federal Interstate Highways) to Include Other State Funded Roads as a Means of Curbing the Proliferation of Outdoor Advertising.

- Ensure that Local Comprehensive Plans and Land Development Regulations Specifically Include Provisions to Protect and Enhance the Appearance and Overall Aesthetic Appeal of Local Communities.

- Protect and Preserve Historical Buildings and Other Historic Resources for their Architectural Charm and Aesthetic Appeal.

- Provide Increased Funding for the State's Highway Beautification Program, Including Matching Grants and Technical Assistance to Local Governments.

√ Oppose Legislation Designed to Weaken State or Local Regulation of Outdoor Advertising.

√ Support Legislation to Facilitate Locating Utility Lines Underground, versus Overhead, Where Technically Feasible and Not Cost Prohibitive.

■ **State Energy Policy**

√ Ensure That Florida's Growth Management Policies, Comprehensive Plans and Land Use Regulations Expressly Provide for Energy Conservation and the Efficient Use of Energy Resources.

As Part Thereof, Broaden the Planning Process to Encompass an Analysis of the Energy Consumption Ramifications of Alternative Development Patterns and to Opt for Those Patterns Which Make the Most Prudent Use of Limited Resources.

√ Provide for Increased Emphasis on Energy Efficiency in the Transportation Sector, Especially Through Facilitating Greater Use of Public Transit and Transportation System Management (TSM) Techniques; and Accelerate Actions to Bring Alternative Fuels Into Use.

√ Undertake Efforts to Incorporate Renewable Energy Sources — Particularly Solar Energy Technologies and Designs — into Florida's Infrastructure Base, Especially as Relates to Residential and Commercial Structures.

√ Eliminate Institutional Barriers to Energy Conservation and the Use of Renewable Energy Sources, with an Immediate Focus on Utility Conservation Programs and the State's Corresponding Energy Conservation Goals.

w/12/17/90 Revision

American Planning Association
Florida Chapter

538 Park Avenue East, Suite 101, Tallahassee, FL 32301 904/222-0808

1989 POLICY PRIORITIES:
TRANSPORTATION

- In recognition of the substantial role that transportation plays in influencing Florida's growth patterns and quality of life, support an emphasis on coordinated transportation planning between all levels of government and adherence to the Concurrency mandate set forth in the Growth Management Act. Likewise support the provision of funding at the state and local levels — including new revenue sources — to address projected needs and the backlog of transportation needs.

- Support the approval of policies and funding priorities which provide for:

    - an integrated multi-modal approach to transportation development, including enhanced reliance on transit services, rail systems, bicycle and pedestrian ways;

    - an emphasis on system efficiency - such as via increased use of traffic operations improvements (high occupancy vehicle lanes, synchronized traffic signals, etc.), and modal alternatives (ridesharing, bike lines, expanded transit routes, etc.);

    - elevating the role of transit as an efficient travel mode in urban areas, including increased state funding, and local funding authorization, for capital facilities, equipment and operating assistance;

    - protection of state and local investments in existing facilities, through timely maintenance efforts and controlling facility weight loads in order to avert accelerated deterioration;

    - building upon legislation approved by the 1988 Legislature for improved access management, including authorization for innovative financing measures such as a connection fee for private driveway connections to state roads at points not designated in an integrated access management plan, and with funds so collected being directed to transportation system improvements; and

    - advanced acquisition of land needed for future transportation corridors, the protection of prospective corridors from development and interim uses for public purposes.

Richard C. Bernhardt, AICP, *President*
V. Gail Easley, AICP, *President-Elect*
Marcia Elder, *Executive Director*

Chris Cutro, AICP, *V.P. for Professional Development*
Oliver Kerr, AICP, *V.P. for Chapter Affairs*
Linda R. Cox, AICP, *Secretary*
Mark Gumula, AICP, *Treasurer*

- Require the Florida Department of Transportation — and all state agencies — to develop capital improvements plans for the facilities under their jurisdiction and for such plans to be financially feasible (as required of local governments) so that local governments can rely upon such information in the preparation of their own plans.

- Support the notion that where local development patterns result in the reliance on state highways for local transportation purposes to the extent that the State's level of service standards, or desired local standards, are exceeded, that it is not inappropriate to expect the local government to share in the cost of achieving the scheduled or desired level of service. However, any such sharing of responsibilities should in no way be construed to abrogate the State's duty to properly fund state facilities and, where such sharing occurs, local governments should likewise be included in the determination of corresponding LOS standards. In light of already pressing local needs, requirements for any such sharing should also hinge upon the Legislature providing local governments with revenue measures to address related needs.

- Amend the Local Government Cooperative Assistance ("80/20") program to provide for increased program funding and a larger funding share for local governments.

COMMUNITY TRANSPORTATION ASSOCIATION OF AMERICA
725 15th St. NW Suite 900 Washington DC 20005 (202) 628-1480 • FAX (202) 737-9197

MEETING BASIC NEEDS WITH A
BALANCED FEDERAL TRANSIT ASSISTANCE PROGRAM

Recommendations for Reauthorization of the
Urban Mass Transportation Act of 1964 as Amended

Presented by the
Community Transportation Association of America

The Community Transportation Association of America (CTAA) is an organization of rural, small urban and specialized transportation providers and program managers. We have more than 460 members located in forty-eight states. In our view, reauthorization of the Urban Mass Transportation Act needs to reflect: First, a restoration of federal transit investment to a level more appropriate to the social and economic importance of this part of our national infrastructure, and Second, a restructuring of federal transit policy to meet basic mobility needs in a more balanced mix of programs and assistance.

The Need for Restoration

Federal transit investment has dropped to less than half of what it was ten years ago - figured in terms of constant dollars. In terms of its relative importance in the federal budget, it is only about one-fourth the level of a decade ago. At the same time, the unused balance in the Mass Transit Account of the Highway Trust Fund continues to grow every year -- and will grow even more rapidly with the latest increase in motor fuel taxes.

As a minimal first step toward restoring transit support to

a level more consistent with its economic and social importance, CTAA urges a yearly increase in the Urban Mass Transportation Administration (UMTA) budget of at least $500 million. This could be accomplished by simply drawing down the current surplus in the Mass Transit Account and could mean a $6 billion level of investment annually by FY 1996.

The Need for Restructuring

Traditionally, transit has been thought by many to be principally, or even solely, a matter of concern to large urbanized areas and the existing pattern of federal transit assistance reflects that tradition. But, over the last few years there has been increasing recognition that basic mobility needs exist in all areas and that a variety of public transportation responses beyond conventional "mass transit" are available to meet those needs.

Data from the last Census suggest that as many as one-third of our people have limited or no access to private vehicles to meet their mobility needs. These may be considered the "transit dependent" and they are not just residents of major metropolitan complexes. At least one-third of them live outside of any urbanized area. Our own analysis of current transit resources suggests that they are woefully inadequate to fully meet the minimum needs of the transit dependent and that the gap between need and current service is greatest in rural and small urban areas.[1]

To begin the process of better targeting federal transit assistance to the basic mobility needs of our people, CTAA urges that next year's reauthorization of the Urban Mass Transportation

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[1] For details of this analysis, see the attached copy of material submitted to Transportation Secretary Skinner in connection with the development of a National Transportation Poli-

Act respond to the following five specific needs:

1) The need for more balanced federal transit investment - Under the current law, rural areas, which account for more than 37 percent of the nation's population, receive less than 4 percent of all federal transit assistance. In dollar terms, this means that this year, urbanized areas of more than 200,000 population will receive the equivalent of about $21 per capita in federal transit assistance, while smaller urbanized areas will receive the equivalent of about $6 per capita and rural areas will receive only about $1 per capita.

To respond to this need, CTAA recommends that reauthorization include an earmarking of at least 7.5 percent of UMTA funding for the Sec. 18 program serving non-urbanized areas. While this remains far short of an equitable share, it would constitute an appropriate and practical step toward more balanced transit investment.

2) The need to assist an increasing number of small urbanized areas - There are currently 252 urbanized areas with populations of less than 200,000. This year's Census is expected to result in a net increase in that number of about 45 newly designated areas. At least one-fourth of the currently designated small urbanized areas do not benefit from federally-assisted transit service and this is likely to be true of at least half of the newly designated ones. As noted earlier, small urbanized areas currently get less than their appropriate share of federal transit assistance. The pending increase in their numbers will greatly exacerbate this situation.

To respond to this need, CTAA recommends that reauthorization include an earmarking of at least 10 percent of UMTA funding for the Sec. 9(a)(1) program serving small urbanized areas.

3) The need to meet the costs of accessibility as required under the Americans with Disabilities Act (ADA) - Enactment this year of the Americans with Disabilities Act means major new costs to public transit providers at a time when federal assistance has been declining. In the absence of the funding that will be required to meet these new mandates, transit providers will be forced to cut service for everyone -- an outcome completely the reverse of the goals of Congress in passing ADA.

To respond to this need, CTAA recommends that reauthorization include an earmarking of 10 percent of all Mass Transit Account funding for a Mobility Assistance Program (MAP), the principal purpose of which would be to assist UMTA grantees in complying with the fixed route accessibility requirement and the supplemental paratransit requirement of ADA.

4) The need for full coordination of all federal transit assistance - In the absence of more adequate public transit resources, human service programs have developed their own ancillary transportation services. It has been estimated that as much as $1 billion a year in non-UMTA federal funding goes into the provision of these transportation services for program clients. In many instances, optimum coordination of human service transportation and public transportation investments fails to occur.

To respond to this situation, CTAA recommends that reauthorization include a major initiative to encourage and underwrite statewide and areawide mechanisms and the development of fully coordinated transit arrangements. Since much client transportation is focused on the needs of the elderly and handicapped, it is recommended that this initiative, like the funding for ADA compliance, be funded out of the new Mobility Assistance Program (see previous recommendation).

5) The need for a "new start" program in rural and small urban areas - Despite the creation of the Sec. 18 program in the late 1970's and the growth of the rural public transportation network since that time, nearly 40 percent of the nation's nonmetropolitan residents live in counties with no public transportation service at all and in many of the counties that do have service, it is neither countywide nor available on a daily basis. As has been noted, a significant share of our small urbanized areas are not yet served. In addition, the decline in intercity bus, train and air service that has taken place since deregulation has left rural and small urban areas increasingly isolated and added to the demand for such public transportation services as remain.

To respond to this need, CTAA recommends that reauthorization include a State Initiative Block Grant program to be available to the governors for use in rural and small urban areas where there is inadequate or no service available or where existing services have suffered a substantial decline. Such a program could be funded out of increases in the total transit budget to avoid taking resources from services already in place.

CTAA believes that a reauthorization of transit programs which includes the above elements will give greater priority within the federal transit program to the needs of those who are entirely dependent upon it -- needs which should be at the core of any national transit policy.

ESTIMATES OF THE "TRANSIT DEPENDENT" AND THE TRANSIT GAP

(Data in Millions)

	ALL AREAS	URBANIZED AREAS		NON-URBANIZED AREAS
		LARGE	SMALL	
"TRANSIT DEPENDENT" POPULATION:				
1. Households with 0 Vehicle -	24.0	15.5	2.1	6.4
2. Households with 1 Vehicle -	52.4	28.3	6.2	17.9
3. Other Elderly -	1.2	.4	.1	.6
4. Other Disabled -	6.5	2.9	.6	2.9
Total	84.0	47.2	9.0	27.8
5. Working Adults Included -	14.3	9.2	1.6	3.5
ESTIMATED TRIP NEEDS OF "TRANSIT DEPENDENT":				
1. Journey-to-Work -	4,590	2,960	500	1,130
2. Other Trip Needs -	10,880	5,930	1,160	3,790
Total	15,470	8,890	1,660	4,920
TRANSIT TRIPS CURRENTLY PROVIDED:				
1. Public Transportation -	8,800	8,370	250	180
2. Human Service Transp'n -	270	130	30	110
3. Taxi Service -	1,700	1,480	50	170
Gross Total	10,770	9,980	330	460
4. Used by Non-Dependent -	3,080	2,955	90	35
Net Total	7,690	7,025	240	425
Percentage of Transit Dependent Needs Currently Met -	50%	79%	14%	9%

ESTIMATING "TRANSIT DEPENDENCY" AND THE CURRENT TRANSIT "GAP"

Methodology and Assumptions

These estimates represent an attempt to come up with "ballpark" figures for the number of people who are dependent on public transportation, the magnitude of their "need" in terms of yearly trips, and the degree to which currently available services meet that need.

"Transit Dependent" Population - The object is to estimate the number of people who have no or virtually no access to a private vehicle to meet their mobility needs. The principal source of data was the 1980 Census of Population.

1. Households with no vehicle were assumed to have an average of 2.25 persons in urbanized areas and 2.5 persons in rural (non-urbanized) areas. All are included.

2. Households with a single vehicle were assumed to have an average of 2.8 persons in urbanized areas and 2.9 persons in rural areas. Household heads were excluded to allow for their access to the one vehicle available.

3. One-fourth of all elderly in households with more than one vehicle were included to allow for those unlicensed or otherwise unable to make use of the vehicle that might be available.

4. "Disabled" includes all with either a work disability or a transportation disability (projected to be a total of 25.3 million persons nationwide). One-third of those in households with more than one vehicle were included to allow for their probable inability to make use of the vehicle that might be available.

5. Working adults included assumes an average of 1.3 earners in each non-elderly household with 1 or fewer vehicles. (One working adult is excluded for each household with one vehicle.)

Trip Needs of the Transit-Dependent - These projections consist of two components.

1. Journey-to-Work requirements were estimated assuming that one-third of the working adults (see above) worked at home, walked to work or had access to a carpool. The remainder were assumed to need 480 trips a year (2 trips daily, 5 days a week, 48 weeks a year).

2. Other trip needs assumed an average of 3 trips per

identified as 'Transit Dependent' (156 trips per year).

Transit Trips Currently Provided - These estimates reflect three categories of service and also attempt to adjust for the amount of current service that is utilized by persons other than the "Transit Dependent."

1. Public transportation figures are based on those reported in the APTA Transit Fact Book and the Rural America Directory of Rural and Specialized Transit Operators. Section 15 data was used to allocate service as between small and large urbanized areas.

2. Human service transportation (not receiving operating assistance from UMTA) is estimated on the assumption that the Sec. 16(b)(2) program includes only about one-third of all human service providers.

3. Taxi service level is from the most recent Sec. 310 report to Congress. Distribution as between urbanized and rural areas is based on Census data on use of taxi for journey-to-work.

4. To adjust estimated current service levels on a basis comparable to the need estimates, it is necessary to exclude trips by people not included in our estimates of the 'Transit Dependent' population. Based on income levels reported by Charles River Associates, we have assumed that 30 percent of urbanized trips (other than human service transportation) and 10 percent of rural trips are taken by persons who would not be included in our needs estimates.

COMMUNITY TRANSPORTATION ASSOCIATION OF AMERICA (CTAA)

The Mobility Assistance Act of 1991

The proposed Mobility Assistance Act of 1991 increases the amount of transit funding available to rural and small urban areas to assist in financing increased mobility, and to support efforts designed to address the transportation needs of the elderly and disabled.

Presently, roughly half of our nation's rural counties and almost one-third of our small cities are not served by public transit. Rural areas, which account for nearly 40% of the nation's population, currently receive less than 4% of federal transit funding. Small urban areas account for roughly 11% of the population, yet today receive less than 6% of federal transit dollars.

The proposed Mobility Assistance Act of 1991 is designed to correct this inequity in the allocation of transit assistance, without reducing funding to transit systems in major cities.

The unmet mobility needs of elderly and disabled citizens, who are largely transit dependent, is a concern that falls heavily on the shoulders of rural communities in which a disproportionate portion of elderly, low income, and disabled people reside. Targeted funding is critically needed to fully implement the vehicle accessibility and expanded paratransit requirements under the Americans with Disabilities Act (ADA).

The proposed Mobility Assistance Act of 1991 has six major provisions:

1. It changes the name of the Urban Mass Transportation Administration (UMTA) to the Federal Public Transportation Administration in recognition that public transit programs are critical to all Americans in all geographic areas.

2. It restores overall federal transit funding to a level more reflective of its economic and social importance to the nation.

3. It increases funding for rural areas to 7.5%, and for small urban areas to 10% of the total federal transit budget.

4. It establishes a Mobility Assistance Program to help finance the nation's renewed commitment to accessible transportation under ADA, and coordination of federal human service and public transit programs.

MOBILITY ASSISTANCE ACT OF 1991

Summary of Major Provisions

The Mobility Assistance Act of 1991 is designed to restore Federal funding for public transportation to a level more in keeping with the economic, social and environmental importance of these programs, to allocate a significant portion of the increased funding toward meeting new and previously unmet mobility needs, and to renew the level of Federal support in planning, research and technical assistance as well as in financial aid. While proposing two new program initiatives to help meet priority needs, it leaves largely unchanged the basic structure of current assistance programs. In keeping with the recognition that public transportation programs are important to all Americans in all areas, it changes the name of the Urban Mass Transportation Administration (UMTA) to the Federal Public Transportation Administration (FPTA).

Over-all Funding Levels

The Act holds annual Federal spending for public transportation out of general funds at the current $2 billion level plus an adjustment for inflation. It takes advantage of the current substantial surplus in the Mass Transit Account of the Highway Trust Fund to increase support from that dedicated source of funding by a regular amount each year, rising from $1.9 billion in Fiscal 1992 to $3.5 billion in Fiscal 1996. The combination of these two funding sources will make possible the following levels of Federal investment in transit:

FY 1992 - $3,900 million
FY 1993 - $4,380 million
FY 1994 - $4,863 million
FY 1995 - $5,350 million
FY 1996 - $5,840 million

Increased Assistance to Rural and Small Urban Areas

In recognition that more than one-fourth of the nation's small urbanized areas (those with less than 200,000 population) are currently not served by Federally-assisted public transportation and that the number of such areas will increase dramatically as a result of the 1990 Census, the Act increases the share of assistance going to small urbanized areas to 10 percent. Similarly, in recognition of the substantial growth in recent years of public transportation in rural areas and of the fact that as many as one-third of the nation's transit dependent population live outside of urbanized areas, the Act increases to 7.5 percent the share of total assistance allocated to non-urbanized areas. In addition, to increase FPTA's ability to reach low-income rural communities, the Act authorizes adjustment in the required non-Federal match from rural communities with income levels well below the national average, provided that local government is already taxing its residents at a rate above average.

Under the Act, the following levels of formula assistance will be provided:

(millions of dollars)

Fiscal	Large UZAs	Small UZAs	Rural Areas
1992	$ 1,849	$ 390	$ 292
1993	2,049	438	328
1994	2,247	486	365
1995	2,448	535	401
1996	2,657	584	438

Planning, Research and Technical Support

In order to link funding for planning, research and technical support in a logical manner to the over-all levels of Federal investment in transit, the Act provides for an ear-mark of 2 percent of total FPTA appropriations for such programs as Section 8 planning, Section 4(i) and 6 demonstrations, and other research and technical assistance activities. It further allocates 10 percent of this ear-mark for the highly successful Rural Transit Assistance Program (RTAP), which would thus be able to expand as assistance to rural areas expands.

Mobility Assistance Program

The major program initiative of the Act is the creation of a special Mobility Assistance Program (MAP) designed to help public transportation providers respond to the requirements of the Americans with Disabilities Act of 1990 (ADA) and to secure more effective coordination of human service transportation provision with public transportation. MAP will be allocated 10 percent of the net funding available from the Mass Transit Account (after deduction of the amounts distributed by formula under existing law to Section 9 and Section 18 recipients). Total funding for MAP will begin at $130.75 million in Fiscal 1992 and rise to $198.75 million in Fiscal 1996.

Two-thirds of MAP funds will be apportioned to the states and large urbanized areas on the basis of their relative shares of the nation's total elderly and disabled population and the remaining one-third will be used to continue funding for the Section 16(b)(2) program of assistance to private nonprofit agencies in meeting the special transportation needs of the elderly and handicapped. The present 16(b)(2) program remains unchanged except to make it clear that leasing is permitted to achieve coordinated transportation. Funds from the Section 16(b)(1) program will be used to carry out three purposes: meeting the costs of fixed route vehicle accessibility required by ADA, meeting the costs of establishing or expanding para-transit as required by ADA, and encouraging and underwriting at the state and local level a formalized process of establishing coordinated transportation systems involving both public transportation providers and human service transportation providers.

State Initiative Block Grant

Another new program initiative ear-marks a portion of the increased Federal investment in public transportation for a block grant to the states. Despite more than two decades of Federal assistance, the availability of transit resources continues to vary sharply from place to place. Half of the nation's rural residents remain unserved by public transportation. The continuing decline in intercity bus service deepens the isolation of many persons and areas. The State Initiative Block Grant established by the Act is designed to allow the states to respond in a flexible manner to this situation and to other special mobility needs.

Beginning at a $40 million level in Fiscal 1993, the Block Grant rises to $160 million in Fiscal 1996. Funding is drawn equally from general funds and the Mass Transit Account to provide maximum flexibility of assistance type. It is to be made available in urbanized areas of less than 200,000 population and in rural areas and the states are required to place particular emphasis on meeting the needs of currently unserved areas and areas that have lost service.

Conclusion

This combination of significant increases in total funding, more appropriate allocation of that increased funding and establishment of the new Mobility Assistance Program and the State Initiative Block Grant Program responds to basic economic and mobility needs and will serve to make Federal transit investment a more effective component of our national transportation policy.

FUNDING LEVELS UNDER MOBILITY ASSISTANCE ACT OF 1991, BY PROGRAM

(in millions of dollars)

Program	FY1992	FY1993	FY1994	FY1995	FY1996
Sec. 3 Disc'y Capital	$1,126.75	$1,254.75	$1,387.75	$1,520.75	$1,648.75
Planning, Research and Technical Assistance:					
RTAP - Sec. 18(h)	$7.80	$8.76	$9.73	$10.70	$11.66
Sec 4(i)	$5.00	$5.00	$5.00	$5.00	$5.00
Sec. 8	$45.00	$50.00	$50.00	$50.00	$55.00
Sec. 6, 10, 11, and 20	$20.20	$23.84	$32.53	$41.30	$45.12
Total	$78.00	$87.60	$97.26	$107.00	$116.80
Formula Assistance:					
Large UZAs - MTA	$260.00	$420.00	$580.00	$740.00	$900.00
Large UZAs - Gen'l Funds	$1,589.00	$1,629.40	$1,667.22	$1,708.25	$1,756.70
Large UZAs - Total	$1,849.00	$2,049.40	$2,247.22	$2,448.25	$2,656.70
Small UZAs - MTA	$190.00	$220.00	$270.00	$310.00	$350.00
Small UZAs - Gen'l Funds	$200.00	$208.00	$216.30	$225.00	$234.00
Small UZAs - Total	$390.00	$428.00	$486.30	$535.00	$584.00
Sec. 18 - MTA	$142.50	$172.50	$202.50	$232.50	$262.50
Sec. 18 - Gen'l Funds	$150.00	$156.00	$162.23	$168.75	$175.50
Sec. 18 - Total	$292.50	$328.50	$364.73	$401.25	$438.00
Sec. 12(a) - Adm'n#	$33.00	$34.00	$35.00	$36.00	$37.00
Mobility Assistance Program (Sec. 16(b)):					
Sec. 16(b)(2)	$43.53	$49.25	$54.92	$60.58	$66.25
Other Activities	$87.17	$98.50	$109.83	$121.17	$132.50
Total MAP	$130.75	$147.75	$164.75	$181.75	$198.75
Sec. 26 Bloc Grt. - MTA		$20.00	$40.00	$60.00	$80.00
Gen'l Funds		$20.00	$40.00	$60.00	$80.00
Total		$40.00	$80.00	$120.00	$160.00
TOTAL FUNDS - ALL PROG'S	$3,900.00	$4,380.00	$4,863.00	$5,350.00	$5,840.00
Mass Transit Acct. Funds	$1,900.00	$2,300.00	$2,700.00	$3,100.00	$3,500.00
General Funds	$2,000.00	$2,080.00	$2,163.00	$2,250.00	$2,340.00

Assumed funding level; no specific authorization included.

Community Transportation Fact Sheet

- The mobility of roughly a third of the U.S. population is restricted because they lack access to personal or private transportation. This transit-dependent group includes 14 million older and 12 million persons with disabilities
- Over the next 10 years, the nation's elderly population will increase from 11% to nearly 17% of the total U.S. population. The frail elderly (over-85) population, will increase from 2.2 million today to 16 million by the year 2050.
- Rural areas have a disproportionate share of the so-called transportation disadvantaged. With 38% of the total population, rural areas account for 40% of the elderly, 42% of the poor, and 43% of persons with disabilities.
- With nearly 40% of the nation's people, non-urbanized areas get less than 4% of all federal public transit assistance and less than 2% of state transit funding.
- Federal transit funding is equivalent to $1 for each rural resident, but exceeds $28 per capita in urban areas.
- 13% of all American households don't own a car; over one third depend on only one vehicle for all their family needs.
- More than half of the rural poor do not have a car of their own, and nearly 60% of the rural elderly are not licensed to drive.
- Almost half of the rural counties in the United States do not have a public transit system.
- Fewer than 1% of rural residents use public transit to get to work, as compared with almost 10% of metropolitan residents. The majority of rural people don't have access to public transportation for work or other purposes.
- Between 1982 and 1986, 3,800 small towns lost all intercity bus service. Over 90% of the communities losing service were under 10,000 in population.
- Today, 10,000 local community transit systems serve more than 15 million people annually. Over 80 percent are operated by private nonprofit agencies. Community transit represents a $2 billion industry, operating over 50,000 buses, vans and paratransit vehicles.

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